

DOCUMENT RESUME

ED 374 900

PS 022 718

TITLE Field Hearing on Reauthorization of the Head Start Act. Hearing before the Subcommittee on Human Resources of the Committee on Education and Labor. House of Representatives, One Hundred Third Congress, Second Session (Louisville, Kentucky, April 15, 1994).

INSTITUTION Congress of the U.S., Washington, D.C. House Committee on Education and Labor.

REPORT NO ISBN-0-16-044652-X

PUB DATE 15 Apr 94

NOTE 95p.; Serial No. 103-68.

AVAILABLE FROM U.S. Government Printing Office, Superintendent of Documents, Congressional Sales Office, Washington, DC 20402.

PUB TYPE Legal/Legislative/Regulatory Materials (090)

EDRS PRICE MF01/PC04 Plus Postage.

DESCRIPTORS Administrators; *Educational Attitudes; *Federal Aid; *Federal Legislation; Federal Programs; Hearings; Parents; *Preschool Education; Program Development; Program Improvement; Staff Development

IDENTIFIERS Congress 103rd; *Project Head Start; *Reauthorization Legislation

ABSTRACT

These hearing transcripts present testimony concerning the reauthorization of the Head Start Act taken at the 1994 National Head Start Conference. Much of the testimony was from Head Start administrators concerning the efficacy of specific programs and activities funded by the Head Start Act, particularly those which they would like to see expanded or improved. Presented is testimony by (1) California Representative Matthew Martinez; (2) two Head Start parents; (3) four Head Start regional directors; (4) the president of the South Carolina Head Start Association; (5) two directors of local Head Start programs; (6) two members of the National Migrant Head Start Program; (7) the president of the Indian Head Start Association; (8) the vice-president of the National Head Start Association; (9) the curriculum director of the Early Childhood Professional Development Network; and (10) a member of the Head Start Collaboration Project in Ohio. (MDM)

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FIELD HEARING ON REAUTHORIZATION OF THE HEAD START ACT

ED 374 900

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HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

HEARING HELD IN LOUISVILLE, KY, APRIL 15, 1994

Serial No. 103-68

Printed for the use of the Committee on Education and Labor

PS 022718



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U.S. GOVERNMENT PRINTING OFFICE

80-380 CC

WASHINGTON : 1994

For sale by the U.S. Government Printing Office
Superintendent of Documents, Congressional Sales Office, Washington, DC 20402

ISBN 0-16-044652-X

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FIELD HEARING ON REAUTHORIZATION OF THE HEAD START ACT

FRIDAY, APRIL 15, 1994

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
Louisville, KY.

The Subcommittee meet, pursuant to call, at 10:18 a.m., in the Cochrane Room, Galt House Hotel, Louisville, Kentucky, Hon. Matthew G. Martinez, Chairman, presiding.

Members present: Representatives Martinez and Baesler.

Chairman MARTINEZ. Good morning. I do not know about anybody else, but I am delighted to be in Louisville. I have never been here before.

Of course, Scotty Baesler, my colleague from the Congress is probably very familiar with all parts of Kentucky, as he represents a part of it. He is the former Mayor of Lexington and he has been a very strong advocate of Head Start and a very great asset to our committee in working towards the endeavors that we work on.

At this time, I would like to ask Mr. Baesler if he has an opening statement.

Mr. BAESLER. No, I do not.

Chairman MARTINEZ. All right, evidently he does not. He came here to listen, I guess most of us love to listen rather than talk, we talk all the time to each other and other groups.

It is wonderful to be back here with the National Head Start Conference. I remember, I addressed your conference when it was held in Virginia City. That was a very delightful experience. And I always enjoy coming to these conferences because I hear a lot of ideas and I get a lot of new ideas myself.

In the past, you have had to listen to me more than I have been able to listen to you, but we are very glad today with this format that we will be able to do more of the listening. I am sure that Scotty Baesler will enjoy that too.

I know I have had a lot of communication from a lot of you. I have read almost all of them, but what struck me about so many of them is that they had some evidence—well there was evidence of a basic misunderstanding about what Head Start does in the reauthorization bill and what it does not do.

Let me clear up a couple of things. In the first place, you have to start out from the perspective that what you see in draft form initially introduced is not the final bill. That is actually the first draft that is sent to us by the administration. We always will support the administration, this administration anyway, and we will

(1)

introduce their bill as they send it to us, but we reserve the right to change it through the subcommittee process.

Now what we put out of the subcommittee is an improved version, we hope, of that first draft. Then that goes on to the full committee. You understand there are two sides to every argument in Washington, DC. And in the subcommittee as well as in the full committee, we will hear from that other side. They will offer amendments, in some cases, watering down or weakening amendments. In other cases, amendments that improve. And we will consider those that improve and usually pass on those that improve. But the bill then develops another level of draft stage, and that bill is sent on to the Rules Committee for a rule to come to the floor and then, depending on what kind of a rule is offered by the Rules Committee—a closed rule, modified rule or an open rule, an open rule meaning they will allow any amendment offered on the floor just with sufficient notice to the Congressional Record, and/or the Rules Committee will hear people wanting to offer amendments and decide which amendments are appropriate or germane or not frivolous. And they will allow those amendments to be offered on the House floor by whoever is making those amendments.

Now when it comes off the House floor, this is still a draft because meanwhile on the Senate side there has been a bill passed. It may coincide with ours, in most cases it does not, there are differences. And so those two drafts from both sides, House and Senate, have to go to a conference. And in that conference—in that conference—the final draft will come back to both houses and be passed on, if agreed to. Then that will go to the President for signature.

Now why I say that is the final draft is because that is just what it is, because the President still has an opportunity to veto the bill if he does not like certain provisions in the bill. And in that case, it is not a final draft, it still has to come back for amendment or correction, and then finally, hopefully, we get it signed into law.

I am confident that in the bill that we are going to end up with coming out of both Senate and House and out of conference, this President will sign because it is a bill that really improves much of what we have had in the past. I think it does a lot for the agencies and the people in the community that are doing the job.

[The prepared statement of Hon. Matthew G. Martinez follows:]

STATEMENT OF HON. MATTHEW G. MARTINEZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Good morning.

It is wonderful to be back with the National Head Start Association celebrating the successes of this wonderful program and hearing from so many of you as you describe your programs.

In the past, you have had to listen to me and I have had very little time to listen to you.

Well, today the tables will be turned and Congressman Scotty Baesler and I will spend the next hour or so listening to you, and we are more than happy to do so.

But, I must warn you—one of the perks of being Chairman of a hearing is that you get both the first and last word.

Before I ask Mr. Baesler whether he has an opening statement, I would like to take a few minutes to answer the mail.

We in Congress love to receive mail, it proves that people care enough to make sure their representatives know that they are aware of what is happening in the hallowed halls of the Congress and have concerns.

I especially like to hear from my other constituency—those who are on the front lines administering the programs that this subcommittee authorizes and provides oversight for, such as Head Start.

And, I might add, I read all of the mail that concerns these programs because I care about what you care about—making sure that the programs are effective and “deliver the goods.”

So, I was happy to receive the many letters that came in and I read all of them.

What struck me about so many of them was that they are evidence of a basic misunderstanding about what the Head Start reauthorization bill does and what it does not do.

Let me be clear about the infants and toddler portion of H.R. 3842—nothing in this bill will result in the closure of any parent-child center.

In fact, the bill specifically protects the funding for those centers during the initial development of Zero to Three and provides an effective lock in for any grant in an area currently served by a parent-child center, if that center is effective in performing the services for which the grant was made.

Head Start grantees and Head Start parent and child centers have priority in the consideration of grants under Zero to Three in two ways.

First, the bill provides that the eligible service providers include (1) entities operating Head Start programs; (2) parent-child centers receiving grants as of the effective date of this law; (3) comprehensive child development centers that are funded now; and then (and only then) (4) other public and private nonprofit entities capable of providing child and family services.

Second, as I mentioned, no currently operating parent-child center will lose funding during the next three fiscal years, so long as they are currently complying with applicable standards and requirements. As you know, the bill provides that the Secretary will develop new program requirements for the Zero to Three program as soon as possible.

Even if those standards are significantly different than those in effect today, currently funded parent-child centers will have at least two years to operate under the new standards and to prove their worth in applying for grants for the 1999 fiscal year.

Yes, this is competition, but it is healthy competition, with a sure and secure support for current grantees operating parent-child centers, and I see nothing wrong with that.

I hope I have straightened out the misperceptions and allayed your fears.

This is a good bill, and we hope that it will achieve our joint aims—strengthening and expanding Head Start over the next four years.

I will now turn to Congressman Baesler for his opening statement.

Chairman MARTINEZ. Let me say, as I started to say in the beginning, we came here to listen. As I understand, we have a group of 12 witnesses to start out the hearing, and we will hear from them hopefully for about one minute. We do not have a timer up here, so we are going to leave you in your good conscience to be as brief as you possibly can. As soon as my staff hands me the list of witnesses, I will call you up.

The first witness is Donna Schauer, you are a parent from Region I.

Ms. SCHAUER. Yes.

Chairman MARTINEZ. Please come forth and give us your statement.

STATEMENT OF DONNA SCHAUER, PARENT, REGION I

Ms. SCHAUER. My name is Donna Schauer. I am the mother of four children and a Policy Council member for Central Vermont Community Action Head Start. I am here to support the inclusion of programs for families and infants and toddlers in the Head Start reauthorization of 1994. If my two younger children had been a part of Head Start before age three, their learning problems would have been identified sooner and I could have worked with them earlier. Over the past several years, parents and staff in our pro-

gram have discussed the need to extend services to families with very young children. I believe it is very important for Head Start to support families with infants and toddlers. Head Start's parent involvement is the key to developing these programs in a way that is responsive to the needs of families and their communities. Although others "talk the talk" about parent involvement, Head Start does it. As a parent, I feel ownership of the program, through the parent majority on the Policy Council and parents' roles in setting program policies, hiring and firing of staff, planning our children's programs, and on and on.

If it was not for Head Start, where would some of our children be? Thank you very much for your continuing support of our Head Start programs and our children's futures.

Chairman MARTINEZ. Thank you.

Ms. Denota Watson.

[The prepared statement of Ms. Schauer follows:]

STATEMENT OF DONNA SCHAUER, PARENT, REGION I, BARRE, VERMONT

My name is Donna Schauer. I am the mother of four children and a Policy Council member for Central Vermont Community Action Head Start. I am here to support the inclusion of programs for families with infants and toddlers in the Head Start reauthorization of 1994. If my two younger children had been a part of Head Start before age three, their learning problems would have been identified sooner and I could have worked with them earlier. Over the past several years, parents and staff in our program have discussed the need to extend services to families with very young children. I believe it is very important for Head Start to support families with infants and toddlers. Head Start's parent involvement is the key to developing these programs in a way that is responsive to the needs of families and their communities. Although others "talk the talk" about parent involvement, Head Start does it. As a parent, I feel ownership of our program ... through the parent majority on Policy Council and parents' roles in setting program policy, hiring and firing staff, planning our children's programs, and on and on.

If it wasn't for Head Start, where would some of our children be? Thank you very much for your continuing support of our Head Start programs and our children's futures.

STATEMENT OF DENOTA WATSON, HEAD START PARENT INVOLVEMENT COORDINATOR

Ms. WATSON. Good morning, Mr. Chairman.

My name is Denota Watson. Currently, I am employed as a Head Start Parent Involvement Coordinator in an unnamed school district, and I serve as a member of the National Head Start Association Board of Directors.

I would like to share with you some of the barriers to effective coordination between Head Start and the public schools.

The first is a major philosophical difference in Head Start and public schools around the issue of how parents should be involved and how young children should be educated in the early years, birth to age eight.

Second, the issue of control. Collaboration, by definition, connotes equal partners. Head Start agencies because of size and lack of money can only collaborate if the larger institution is able to concede some measure of control to the smaller Head Start agency, so that the Head Start agency can come to the table as an equal partner. This disparity often makes long range planning impossible because of changing variables in the larger institution such as the assignment of new building principals, which can mean that all the

previous collaboration plans are off. These changes more often occur in a decentralized system and can be expected to increase with school reform and the emphasis on local school management.

The issues of particular note in this context are: Space, capricious changes, 30-day notifications to vacate. Parent involvement. Curriculum, and this is a key area of philosophical conflict; unionism, union issues impact the hours of operation, that is differing holidays, 10 month versus 12 month operations, night or weekend meetings for parents, classroom sanitation, transportation, Head Start's minimum 3½ hour requirement cannot fit within the average school day of seven hours or less based on union negotiated agreements. And finally, parents express concern about their young children being transported with other children and the joint use of vehicles frequently dictates that Head Start children are delivered to the site only after older children have been transported to school.

In conclusion, the only way problems can be solved is if Congress writes into the reauthorization for the Elementary and Secondary School Act a requirement for an approved collaboration plan with the local Head Start program.

We are recommending that this coordination occur while children are in the Head Start program, not only after they leave.

Thank you for this opportunity.

Chairman MARTINEZ. Thank you.

[Applause.]

Chairman MARTINEZ. Lenore Peay, Director from Region II.

[The prepared statement of Ms. Watson follows:]

STATEMENT OF DENOTA WATSON, HEAD START PARENT INVOLVEMENT COORDINATOR

Good morning, Mr. Chairman:

My name is Denota Watson. Currently, I am employed as a Head Start Parent Involvement Coordinator in an unnamed school district, and I serve as a member of the National Head Start Association Board of Directors.

I would like to share with you some of the barriers to effective coordination between Head Start and the public schools.

The first barrier is:

- A major philosophical difference in Head Start and public schools around the issue of how parents should be involved and how young children should be educated in the early years: birth to age eight years old.

Second, the issue of control. Collaboration, by definition, connotes equal partners—Head Start agencies because of size and lack of money can only collaborate if the larger institution is able to concede some measure of control to the smaller Head Start agency—so that the Head Start agency can come to the table as an equal partner. This disparity often makes long range planning impossible because of changing variables with the larger institution, such as the assignment of new building principals—which can mean that all the previous collaboration plans are off. These changes more often occur in a decentralized system and can be expected to increase with school reform and the emphasis on local school management.

Issues of particular note in this context are:

- Space—capricious changes; 30-day notification to vacate.
- Parent involvement
- Curriculum (and this is a key area of philosophical conflict)
- Unionism

Union issues impact (1) the hours of operation, that is differing holidays, 10 month versus 12 month operations, night or weekend meetings for parents, (2) classroom sanitation, (3) and finally transportation can fit within the average school day of seven hours or less based on union negotiated agreements (i.e., 1/2, 3 1/2, 1, 1/2, 3 1/2)

- And finally, parents express concern about their young children being transported with other children and the joint use of vehicles frequently dictates that

Head Start children are delivered to the site only after older children have been transported to school.

In conclusion, the only way problems can be solved is if Congress writes into the reauthorization for the Elementary and Secondary School Act a requirement for an approved collaboration plan with the local Head Start program.

We are recommending that this coordination occur while children are in the Head Start program, not only after they leave.

Thank you for this opportunity.

STATEMENT OF LENORE PEAY, DIRECTOR, REGION II

Ms. PEAY. Buenos dias. Good morning.

My name is Lenore Peay and I am Director of the Fort George Community Enrichment Center Head Start Program which serves 346 children in Washington Heights in New York City. I am honored to represent Region II.

I have been in Head Start since 1965 and want to talk to you today about Head Start's responsibility as a two-generation program, to address foreign language and literacy issues for parents.

A high percentage of Fort George families are new immigrants from the Caribbean and Latin America. Many other programs in Region II and around the country also serve immigrants who have come here wanting to contribute to America and to make better lives for themselves and their children. Our bilingual staff is in place to help with children's education and families many social service and health issues. However, our goals of empowerment for parents require more of us. People are seeking citizenship to get a chance to vote and fully participate in community life. They also want to nurture and enhance their child's education even after Head Start.

I am told by parents that Head Start has taught them in workshops and through other involvement in the program that they are their child's first teacher, an important role model. Therefore, parents realize that their own education is vital to making the better life they seek for their children. Another goal is training to get a job or a better job. All of these goals require knowledge of English.

For some, the way to begin is basic education in their native language. For others, English as a second language. And for others, it is the GED. We need to be able to meet this need. More of our centers need to become one-stop Head Start family service centers where we will be able to serve the child and family and help eliminate illiteracy and the risk of substance abuse and to enhance the employment future. Literacy and language training is a critical issue for many of the new families served by Head Start.

I thank you for this opportunity to share parents' needs with you. Thank you.

Chairman MARTINEZ. Thank you, Lenore.

[Applause.]

Chairman MARTINEZ. Rubye Jones, Director from South Carolina, Region IV.

STATEMENT OF RUBY JONES, PRESIDENT, SOUTH CAROLINA HEAD START ASSOCIATION AND TREASURER, REGION IV HEAD START ASSOCIATION

Ms. JONES. Good morning.

My name is Rubye Jones. I am currently serving as the President of the South Carolina Head Start Association. Before I proceed, I would like to thank the committee for their hard work and dedication to enhance the lives of low-income children and families of this Nation, especially in these ever-changing and diverse times of despair and hopelessness.

I would like to focus my remarks on an area that is relatively new to the Head Start—family literacy. The South Carolina Head Start Association was one of the first organizations in the country to implement the statewide comprehensive family literacy program. When I say comprehensive family literacy program, I mean an integrated program that includes activities between parents and children, that provides adult education for parents as well as early childhood training that was integrated and focused on parent and child as a unit, not as individuals. In our State, we utilize the Kenan Model developed by the National Center for Family Literacy right here in Louisville, Kentucky. The question is often asked why this particular model. The answer is—quality. We wanted a model that would provide parents with a working knowledge of how their children learn, as well as provide parents with the skill to be an educator for their own children; thus, we are assured that parents completing this process would indeed be the primary teachers of their children through embracing the vision and concept of learning as a lifelong goal.

Head Start has long been an advocate for providing avenues for parents to become self-sufficient through adult education and other activities that led to employment or created better opportunities for the family in the community. However, we realize that the parents we are working with today often return to welfare rolls, either because of layoffs or not having the skills to adjust to a changing work environment. The structure of Head Start is perfect for promoting the integrated approach for learning for both parent and child. However, the process of teamwork between Head Start staff and adult education staff is one that requires a great deal of training and dedication if one is to achieve the results that leads parents to want to own the vision of lifelong learning.

We all know that learning is a continuous process and as such, so is the development of family literacy and Head Start. Some of the barriers we have encountered are the parents we work with don't like school, but they do come to the Head Start centers; recruitment and retainment requires a great deal of staff training; training is critical if the program is to work, and the cost of the training for one program can be too much for it to do it alone. In South Carolina, all Head Start programs in the State combined dollars to overcome the barrier of training cost. We created the position of family literacy coordinator whose sole responsibility was to recruit, retain and develop teamwork. However, areas such as classes for parents who cannot read, determining physical disabilities with adults, acquiring physicals for adults in our family literacy program are areas that we are still seeking solutions to.

In closing, I would like you to remember that there is no quick fix to poverty, only diverse activities to change attitudes. The Head Start family literacy connection is an avenue that we in South

Carolina and Region IV Head Start Association have embraced as a methodology than can lead to long-term alleviation of poverty.

It is my understanding that Head Start Reauthorization Act is on the fast track and provides Head Start with numerous opportunities we did not have before. However, my request of you this morning, as you look at Head Start, welfare reform and collaboration between other Federal programs, and as you seek ways of assisting low-income parents and children, please insist that dollars allocated to JOBS, HUD, Even Start and Chapter 1 programs be mandated to look at Head Start as an incubator of the vision of lifelong learning, and together we can make a difference in the lives of families and children we serve. The inclusion of family literacy in the new vision for Head Start is critical in the long-term success of our Nation's families.

Thank you for allowing me the honor of testifying before you.

Chairman MARTINEZ. Thank you, Ms. Jones.

[Applause.]

Chairman MARTINEZ. Next, we will hear from Dr. Tim Nolan, Director and author from Region V.

[The prepared statement of Ms. Jones follows:]

STATEMENT OF RUBY JONES, PRESIDENT, SOUTH CAROLINA HEAD START
ASSOCIATION

Good morning. My name is Ruby Jones. I am currently serving as President of the South Carolina Head Start Association. Before I proceed, I would like to thank the members of this committee for their work and dedication to enhance the lives of low-income children and families of this Nation, especially in these ever-changing and diverse times of despair and hopelessness.

I would like to focus my remarks on an area of development that is relatively new to Head Start—family literacy. The State of South Carolina Head Start Association was the first organization in the country to implement the statewide comprehensive family literacy program. When I say comprehensive family literacy program, I mean an integrated program that included activities between parents and children, that provided adult education for parents as well as early childhood training, that was integrated and focused on both parent and child as a unit, not as individuals. In our State, we utilize the Kenan Model developed by the National Center for Family Literacy right here in Louisville, Kentucky. The question that often arises is Why this particular model? The answer, "Quality." We wanted a model that would provide parents with a working knowledge of how their children learn, as well as provide parents with the skills to be educators for their own children—thus, we were assured that parents completing this process would indeed be the primary teachers of their children through embracing the vision and concept of learning as a lifelong goal.

Head Start has long been an advocate for providing avenues for parents to become self-sufficient through adult education and other activities that led to employment or created better opportunities for the family in the community. However, we recognized that the parents we are working with today often return to the welfare rolls, either because of layoffs or not having the cognitive skills to adjust to a changing work environment. The structure of Head Start is perfect for promoting the integrated approach for learning for both parent and child. However, the process of teamwork between Head Start staff and adult education staff is one that requires a great deal of training and dedication if one is to achieve the results that lead parents to want to "own" the vision of lifelong learning.

We all know that learning is a continuous process and as such, so is the development of family literacy and Head Start. Some of the barriers we have encountered are: the parents we work with don't like school, but they will come to Head Start centers; recruitment and retention requires a great deal of staff time; training is critical if the program is to work, and the cost of that training for one program can be too much for it to do it alone. In South Carolina, all Head Start programs in the State combined dollars to overcome the barrier of training cost. We created the position of family literacy coordinator whose sole responsibility was recruitment and retention and teamwork development. However, areas such as glasses for parents

who can't read, determining physical disabilities with adults, acquiring physicals for our adults in our family literacy program are areas we are still seeking solutions to.

In closing, I would like you to remember that there is no quick fix to poverty, only diverse activities to change attitudes. The Head Start family literacy connection is an avenue that we in South Carolina and Region IV Head Start Associations have embraced as a methodology that can lead to long-term alleviation of poverty.

It is my understanding that the Head Start Reauthorization Act is on the fast track and provides Head Start with numerous opportunities we didn't have before. However, my request of you this afternoon is as you look at Head Start, welfare reform and collaboration between other Federal programs, and as you seek ways of assisting low-income parents and children, please insist that dollars allocated for the JOBS, HUD, Even Start and Chapter 1 programs be mandated to look at Head Start as the incubator of the vision of lifelong learning, and together we can make a difference in the lives of the families and children we serve. The inclusion of family literacy in the new vision for Head Start is critical in the long-term success of our Nation's families. Thank you for allowing me the honor of testifying before you.

STATEMENT OF DR. TIM NOLAN, DIRECTOR, REGION V

Dr. NOLAN. Good morning.

My name is Dr. Tim Nolan. I have been with Head Start for nearly 26 years as a Head Start Director. I am from Waukesha, Wisconsin and I am here representing Region V.

The testimony I would like to offer is focused upon the critical area of Federal monitoring and oversight of Head Start. I have served on monitoring teams and have been monitored as a local agency director under the Federal offices of EOE, OCD and ACF.

Drawing upon my own experience, the experience of scores of others and my additional professional expertise in the disciplines of organizational effectiveness and organizational assessment, I have recently completed a thought piece of the current process, which has been included with my comments for this hearing.

While the current process has a number of strengths, it really is in need of being redesigned. Among the items to be considered are:

The mission of on-site visits needs to be clarified, separating out efforts which are either developmental or regulatory in focus.

Team members need to be more carefully selected and both they and team leaders need better training.

All aspects of oversight need to be integrated.

ACF must act to defund those agencies who perpetually fail to deliver on the promise of Head Start. And you and your fellow Members of Congress must support those actions by ACF.

On-site visits must include a greater proportion of contact with people and less time focusing upon forms.

In summary, Head Start is in danger of becoming a program of paper and not of people. You must not let this happen.

[Applause.]

Dr. NOLAN. Thank you for your interest.

Chairman MARTINEZ. Thank you very much, Dr. Nolan.

Our next witness is Joanne Williams, Director of Programs in Russellville, Arizona, Region VI—Arkansas? Sorry about that.

Ms. WILLIAMS. That is fine, I do not mind.

Chairman MARTINEZ. I always thought Arkansas was ARK.

Ms. WILLIAMS. True.

[Laughter.]

Chairman MARTINEZ. Anyway, you are from Arkansas, right? We have got that established.

Ms. WILLIAMS. Oh, yes, I will show you.

Chairman MARTINEZ. I happen to know someone else from Arkansas.

Ms. WILLIAMS. Yes, I do too very well.

[The prepared statement of Dr. Nolan follows:]

STATEMENT OF DR. TIM NOLAN, DIRECTOR, REGION V

Good morning. My name is Dr. Tim Nolan. I've been with Head Start for nearly 26 years as a Head Start Director. I'm from Waukesha, Wisconsin and I am here representing Region V. The testimony I'd like to offer is focused upon the critical area of Federal monitoring and oversight of Head Start.

I have served on monitoring teams and have been monitored as a local agency under the Federal offices of OIE, OCD and ACYF.

Drawing upon my own experience, the experience of scores of others and my additional professional expertise in the disciplines of organizational effectiveness and organizational assessment, I have recently completed a thought piece on the current process which has been included with my comments for this hearing.

While the current process has a number of strengths, it really is in need of being redesigned. Among the items to be considered are:

- The mission of on-site visits needs to be clarified, separating out efforts which are either developmental or regulatory in focus.
- Team members need to be more carefully selected, and both they and team leaders need better training.
- All aspects of oversight need to be integrated.
- ACF must act to defund those agencies who perpetually fail to deliver on the promise of Head Start.
- You and your fellow Members of Congress must support these actions by ACF.
- On-site visits must include a greater proportion of contact with people and less time focusing upon forms.

Head Start is in danger of becoming a program of paper and not of people. *You must not let this happen.* Thank you for your interest.

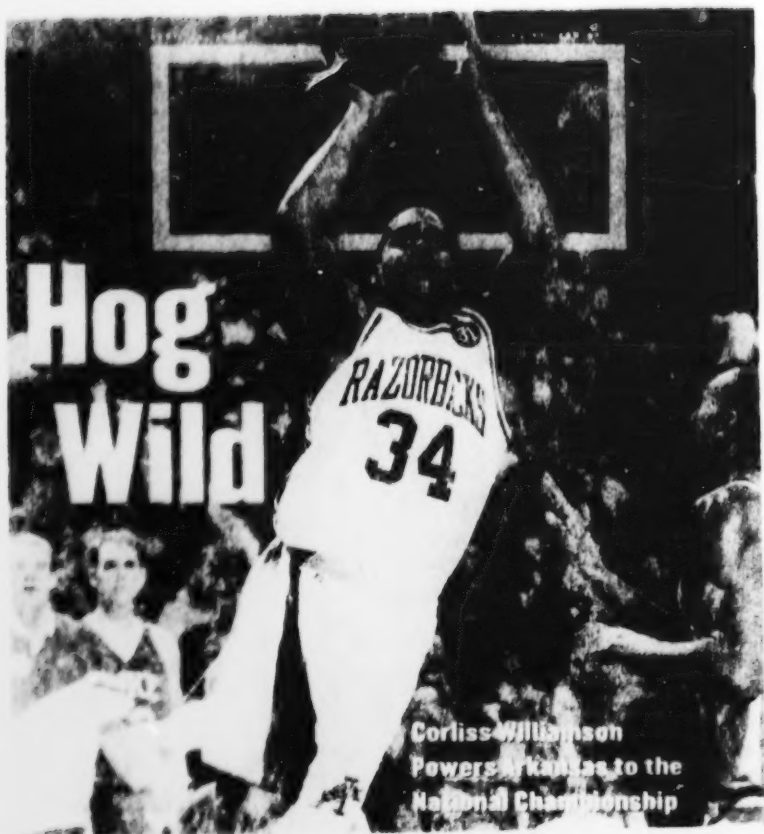
STATEMENT OF JOANN WILLIAMS, DIRECTOR, RUSSELLVILLE, ARKANSAS

Ms. WILLIAMS. I am Joann Williams from Russellville, Arkansas. I began work in this program January 15, 1965.

I would first like to share with you a personal product of Head Start, Corliss Williamson, an Arkansas Razorback, was selected as the most valuable player of the final four basketball tournament.

[Applause.]





Chairman MARTINEZ. See where Head Start can take you?

Ms. WILLIAMS. He was a graduate of Head Start in 1979 from our Russellville program. His mother has served as a member of our grantee board for several years and is on the executive committee at the current time.

Facilities, as you know, are an important and urgent issue in Head Start. The facility utilized by Head Start affects our being able to achieve all three of the key issues identified by the Advisory Committee on Quality and Expansion. Improved facilities are necessary as we strive for excellence. It is important to families, to staff and to children that their day in Head Start takes place in a safe, pleasant and attractive environment. It is a quality issue as we work to achieve goal number two—expanding to better meet the needs of children and families.

Head Start families as well as all of us learn perhaps best by role models. Head Start families deserve the right to enjoy the pride and dignity each day as they leave their children to go to places of work, training or to work as volunteers or in other support roles. Setting the stage for pride, dignity and enjoying life more each day can and will be improved for families of Head Start when the facility is safe, is as convenient as possible and attractive.

Improving facilities, in my opinion, will certainly achieve a greater degree of forging partnerships within communities. In order to develop those safe, adequate and attractive facilities, Head Start must have options, the option to rent, the option to lease, the option to purchase or construct a facility. No one answer is the total answer for any community. Head Start programs must look not only to the government but also to their community, to the corporations, to the city, to the county and the State leadership, with the involvement of their center committees, their parent councils and their grantee boards, to achieve all of the right mix of resources needed to acquire adequate facilities.

Again, in conclusion, safe, attractive facilities, which meet the needs of local programs, will bring about a greater degree of respect for Head Start today and in the 21st century.

Thank you.

STATEMENT OF JOANN WILLIAMS, RUSSELLVILLE, ARKANSAS

I am Jo Ann Williams from Russellville, Arkansas. I began work in this program January 15, 1965.

I would first like to share with you a product of Head Start—Corliss Williamson, an Arkansas Razorback, who was selected as the MVP of the final four basketball tournament. Corliss was a 1979 graduate of our Head Start program in Russellville. His mother has served as a member of our grantee board for several years and is on the executive committee.

Facilities, as you know, are an important and urgent issue in Head Start. The facilities utilized by Head Start affects our being able to achieve all three of the key issues identified by the Advisory Committee on Quality and Expansion.

Improved facilities are necessary as we STRIVE FOR EXCELLENCE (Goal 1). It is important to families, staff, and children that their day in Head Start takes place in a safe, pleasant and attractive environment; it is a quality issue as we work to achieve Goal 2—EXPANDING TO BETTER MEET THE NEEDS OF CHILDREN AND FAMILIES. Head Start families as well as all of us learn perhaps best by role models. Head Start families deserve the right to enjoy the pride and dignity each day as they leave their children to go to their places of employment, training, or work as volunteers and support persons in other roles. Setting the stage for pride, dignity and enjoying life more each day can and will be improved for families of Head Start when the facility is safe, is as convenient as possible and attractive.

Improving facilities, in my opinion, will certainly achieve a greater degree of FORGING NEW PARTNERSHIPS (Goal 3) within communities.

In order to develop safe, adequate and attractive facilities, Head Start *must* have options—the option to rent, lease, purchase or construct facilities. No one answer is the total answer for any community. Head Start programs *must* look not only to the government but also to their community, corporate, city, county and State leadership, with the involvement of local parent committees, policy councils, and grantee boards, to achieve the right mix of resources needed to acquire adequate facilities.

Again, *safe*, attractive facilities which meet the needs of local programs will bring about a greater degree of respect for Head Start today and in the 21st century.

Thank you.

[Applause.]

Chairman MARTINEZ. Thank you.

Just me, before I introduce the next witness—you might be happy to know that it is in the Senate side, lease, buy or construct. It will be in our bill.

[Applause.]

Chairman MARTINEZ. Our next witness is Monica McClure, Director of Program in Grand Island. Now NE is for what, Nebraska?

Ms. McCLURE. Nebraska, yes.

Chairman MARTINEZ. I just wanted to make sure.

A very delightful friend of mine, Bill Barrett, is from your district. You know, he afforded me a wonderful opportunity, something that I dreamed about in my lifetime—a visit to Boys Town. That was the most rewarding experience I have ever had.

Ms. McCLURE. A wonderful experience, I am sure. He is a good friend of Head Start.

STATEMENT OF MONICA McCLURE, DIRECTOR, REGION VII

Ms. McCLURE. I am Monica McClure and I direct the Head Start program in Grand Island, Nebraska, and I am representing Region VII; Nebraska, Iowa, Missouri and Kansas. We are preparing children and families for the future in America's heartland. Many of our problems and solutions are similar to Head Start programs that provide services across the country.

But given our unique geography, we encounter a problem very common in our area, yet not uncommon to any Head Start anywhere. Most programs in Region VII are in communities of less than 1,000. The small, rural communities have been very supportive of Head Start and its goals, but these smaller programs have great difficulty in one particular area—finding safe, high quality facilities.

At Head Start, we believe that facility is not just a building issue, but rather an issue of quality. Facilities that would meet our needs are extremely limited throughout communities in our region. We are also restricted via legislation. We can only rent, lease or purchase facilities. This restriction puts our programs in jeopardy, given the whims of landlords who might not understand the importance of consistency and continuity in Head Start or the vagaries of interest rates and the real estate market.

Being able to use Head Start moneys to construct our own facilities, we could assure programs everywhere that their facilities will be permanent. Such permanence is important to establish a place in these communities. Today, I am here to ask you to remove the restriction of using Head Start dollars for the construction of facilities.

Several examples from Region VII and Nebraska in particular are instructive—in Bridgeport, Nebraska, nearly in the shadow of the Scottsbluff National Monument, the Head Start program there was awarded expansion money, but spent two years before they could find a suitable, quality facility. That is two years without Head Start, that is two classes of Head Start classes that never met.

Some facilities that are currently used or are available do not meet ADA and State licensing requirements, meaning the facility cannot be used or money is used to renovate that could have been used to construct a quality facility to meet all our needs.

Fall City and Fairbury, Nebraska will each be closing centers this spring because the facilities do not and cannot be renovated to meet ADA regulations. They will be forced to relocate, leaving currently served communities unserved or worse, will perhaps lose funded slots because appropriate, safe, quality facilities are not available in these small rural southeastern Nebraska communities.

Finally, community planners are now forming partnerships with agencies for successful collaboration. Head Starts are invited to the table, but if construction is involved, for example constructing a community or family resource center, Head Start can only watch, we can only be bystanders because of our restriction to construct facilities.

I urge you to consider removing such restrictions, remembering that at Head Start the issue of facility is not just about a building, it is about quality.

Thank you.

[Applause.]

Chairman MARTINEZ. Our next witness is Judy Bryngleson, Director of Programs in Billings, Montana, Region VIII, to discuss staffing patterns.

[The prepared statement of Ms. McClure follows:]

STATEMENT OF MONICA MCCLURE, DIRECTOR, REGION VII

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Being able to use Head Start moneys to construct our own facilities, we could assure programs everywhere that their facilities would be permanent. Such permanence is important to establish a "place" in these communities. Today, I'm here to ask you to remove the restriction of using Head Start dollars for the construction of facilities.

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before they could find a suitable, quality facility. That's two years without Head Start. Two classes of Head Start classes that never met.

Some facilities that are currently used or are available do not meet ADA and State licensing requirements, meaning the facility cannot be used or money is used to renovate that could be used to construct a quality facility to meet all our needs.

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Finally, community planners are now forming partnerships with agencies for successful collaboration. Head Starts are invited to the table, but if construction is involved, for example: constructing a community or family resource center, Head Start can only watch, we can only be bystanders because of our restriction to construct facilities.

I urge you to consider removing such restrictions, remembering, at Head Start the issue of facility is not just about a building, it is about quality.

Thank you.

STATEMENT OF JUDY BRYNGLESON, DIRECTOR, BILLINGS, MONTANA

Ms. BRYNGLESON. Thank you.

I have been an Executive Director of the Billings program for 13 years. During that time, Head Start parents have taught me what courage and parental commitment are all about. But also during that time, I have seen the needs of Head Start families become more complex and challenging for staff. Staff caseloads need to be reduced to 35 for social services and health coordinators and parent involvement staff, so they can adequately help families deal with today's threats to young children's futures, threats like substance abuse, violence, illiteracy, teen pregnancy, hopelessness and isolation.

To help Head Start children develop the skills they need to be successful in life, we must ensure that the number and competency of Head Start staff match the needs of the families.

Caseloads for social services and health staff need to be no larger than 35. Social workers with caseloads of 75 cannot possibly give the kind of help a battered woman needs to begin seeing herself as a worthwhile person and a capable mother. A health coordinator with a caseload of 100 plus, which is not uncommon, cannot help a single father or a custodial grandparent whose children are not immunized learn how to use the community's health systems.

Because of the complex, often frightening world in which most Head Start families live, staff must be able to give the intensity of the services needed to make a difference. We know the right way to deliver Head Start services—with competent staff, staff with caseloads which allow them to spend time with families, with parents and children, offering the support and guidance that they need.

We know what staffing patterns are needed to ensure quality. What we need now is a commitment from Congress to allow programs to have enough competent staff to help families improve their futures. Head Start families deserve it, our country deserves it. It is an investment that will make a difference in our communities and in our country.

Thank you for your concern for children.

[Applause.]

[The prepared statement of Ms. Bryngleson follows:]

STATEMENT OF JUDY BRYNGLESON, DIRECTOR, BILLINGS, MONTANA

Over the past 29 years since Head Start's initial services were developed, the needs of families have changed. Head Start must now adapt to those family needs.

While we focus on the preschool children in our programs who represent our country's future, we must also focus on the realities of today which could threaten their success, i.e., substance abuse, violence, illiteracy, teen pregnancy, hopelessness and isolation. To accomplish our Head Start mission, that children will develop social competence and be able to be successful in life, we must ensure that the number and level of competency of the staff match the needs of each program.

Caseloads for Social Services and Health staff need to be no larger than 35 so that families can get the support and attention that will help them towards self sufficiency. Social workers with caseloads of 75 cannot give the kind of help an abused mother needs to begin seeing herself as a worthwhile person. A Health Coordinator with a caseload of 75 cannot help families whose children have not had any immunizations overcome the misunderstanding and fear of the medical community.

Because of the complex, often frightening world in which most Head Start families live, staff must be able to give the intensity of services needed to make a difference. We know the right way to deliver Head Start services—with competent staff who have caseloads which will allow them to spend the time with families to give them support and guidance that matches the individual need.

If we are going to have Head Start, let's do it right! We know what staffing patterns work best. What we need now is the commitment from Congress to allow programs to do it right. Head Start families deserve it. It's an investment that will make a difference in our communities and in our country.

Chairman MARTINEZ. Thank you.

Our next witness is Ku'ulei Richard—did I pronounce that right? Pretty close?

Ms. RICHARD. Pretty close.

Chairman MARTINEZ. Why do you not do it?

STATEMENT OF M. KU'ULEI RICHARD, DIRECTOR, HONOLULU, HAWAII

Ms. RICHARD. Aloha and good morning.

My name is Ku'ulei Richard, and I am the Director of the Parents and Children Together, Parent and Child Center and Head Start Program in Honolulu, Hawaii.

In the time that I have to speak with you, I would like to share with you two success stories from families that have participated in our Parent and Child Center and my beliefs about Parent and Child Center. I first started my experience in 1989 when I was hired by the agency as a social service parent involvement coordinator. Now previous to this, I had no experience in Head Start and I needed to learn quickly all that there was to learn about Head Start. My component assistant—and I will call her Ms. C—provided the catalyst to my learning. She was a former parent of the Parent and Child Center, she only had an 11th grade education, she was people oriented and she was in no way intimidated by me, someone with a Masters degree in public health.

When she first started in the Parent and Child Center, she was very timid, she was not involved and she did not know a whole lot about bringing up her children. But through the Parent and Child Center, she learned the skills that she needed to know about raising her five children, and she learned her rights as a parent. And when I first met her and had her help me learn about Head Start and the Parent and Child Center, she taught me that there was a lot to learn.

We made a pretty good team, but in my time working with her, I stressed to her that also education was important, and out of her seven brothers and sisters, she was the first to break the cycle and received her GED. Just recently, she has been invited by an onsite monitoring team to go to American Samoa to monitor the programs in Head Start.

The second success story is also about a woman that was very timid, very shy, that I met while I was working as a social service parent involvement coordinator. And I can still vividly see her in my mind's eye standing in the backroom behind the water cooler, just waiting for her turn to come up front to take some of the donated clothes that were available to the parents. Very shy, and yet at the different parent group meetings, you would never know that she was there, because she was not vocal at all.

Today, that parent is the treasurer of my policy council and through fund-raising efforts of her own, she is here at the National Head Start Conference. And I am really proud of them.

[Applause.]

Ms. RICHARD. The reason I am sharing this information with you is because I strongly believe in the Parent and Child Center and in Head Start and in quality service. I have often heard the term "stepchild" referring to the Parent and Child Center because the Parent and Child Centers were started after Head Start, had no established program standards, but needed to follow those of Head Start and up until about two years ago when moneys were granted to expand the Parent and Child Centers from 36 to 106, there were no national training conferences except for those for Head Start.

I was afraid though that the term "stepchild" would soon be changed to "abandoned child" if Congress continues on its present course of setting aside moneys for competitive bidding by the entire early childhood community. Please do not let this happen.

I believe, along with the National Head Start Association and the Advisory Committee on Head Start Quality and Expansion, that "a high level committee ... charged with developing program guidelines to allow Head Start to serve families with children under age three most effectively" must be convened. The committee must be able to examine and explore the last 25 years of work by the Parent and Child Centers and the Migrant Head Start Programs serving infants and toddlers before Congress makes a decision on the set-aside moneys.

Please do not let all the work of the Parent and Child Centers and the Migrant Head Start Programs go down the drain without looking at us first. Thank you.

[Applause.]

Chairman MARTINEZ. Thank you.

I am stalling before I introduce this next person because I know I am going to mess this name up. But just before I do, let me address something you said.

Understand this very clearly, that the programs that you were talking about were pilot programs until this bill and this administration. These will now be permanently funded programs. And not only are they going to be permanently funded programs, but the funding is going to be increased. Your particular program you spoke about received something like \$47 million divided between

all the States. The PCCs received \$37 million divided by all the States. Combined that is, let us say, \$79-\$80 million. The new authorization is going to be \$120 million, so that there is going to be money to expand the services there and there is going to be preference given in the first three years to both of those programs. But more important than that, the key here, is making them permanently funded programs.

The next witness we have is a Head Start parent from Washington, Region X, to discuss parent involvement. Her name is Trish—that one gives me no problem—

Ms. PHETTEPLACE. I will help you out, it is Phetteplace.

Chairman MARTINEZ. Phetteplace.

Ms. PHETTEPLACE. It is misspelled on there, that is why it is more difficult for you.

[Laughter.]

Chairman MARTINEZ. Thank you, Terry.

Ms. PHETTEPLACE. You get used to that with a name like Phetteplace.

Chairman MARTINEZ. Just to give you an idea, I would pronounce it, the way it is spelled here Phetteplacte.

[Laughter.]

[The prepared statement of Ms. Richard follows:]

STATEMENT OF M. KU'ULEI RICHARD, DIRECTOR, HONOLULU, HAWAII

Good afternoon and thank you members of the congressional hearing for the opportunity to speak to all of you. My name is M. Ku'ulei Richard and it is a pleasure and honor to give this testimony on behalf of the children and families of all the Head Start and Parent Child Centers in Region IX.

In the time that I have to speak to you, I would like to share with you my thoughts and beliefs about the success of our Parent and Child Center and the experience of two of our families.

My Head Start experience began in 1989 when I was hired by our agency, Parents and Children Together, as the Social Service and Parent Involvement Coordinator. As the coordinator of the newly formed component that included both social services to families and parent involvement, I was responsible for providing these services to our Head Start and Parent and Child Center Programs. With no previous experience in Head Start I needed to learn every thing possible about the programs and I needed to learn quickly. My assistant provided the catalyst for my learning.

Here was a woman who had an 11th grade education, was people oriented, and was in no way intimidated by a supervisor with a Masters degree in Public Health. As a past participant of our Parent and Child Center, Mrs. "C" had grown from a timid, uninvolved parent to a vocal individual. She learned to advocate for herself and her family because she knew rights and responsibility as a parent and she knew the appropriate developmental stages of her children's growth. Things she learned in Parent and Child Center she applied to working with families. Mrs. C provided a smooth transition for me with the families and with staff. We made a good team.

Today, Mrs. C is the senior assistant of the Social Service and Parent Involvement Component. She has received her GED, the first among her siblings of seven brothers and sisters, and has recently been invited to participate in an Onsite Program Review Instrument (OSPRI) monitoring team for Head Start programs in American Samoa.

Similarly to Mrs. C, Ms. "A" started out as a shy parent. I first met Ms. A in the hallway outside of my office. I can vividly still see her in my mind's eye standing behind the water cooler waiting patiently to pick up some donations of clothes our component was making available to parents. Ms. A was so shy that at different parent meetings you would never know that she was there unless you reviewed the attendance sheet.

Today, Ms. A is a very vocal person and is very involved. She sits on my Policy Council as Treasurer and is a good role model for the other parents. Through fundraising efforts of her own, Ms. A is here attending the National Head Start Conference.

The reason I am sharing this information with you is because I strongly believe in the Parent and Child Center and in Head Start and in quality service. I have often heard the term "stepchild" referring to the Parent and Child Center because Parent and Child Centers were started after Head Start, had no established performance standards but needed to follow those of Head Start and up until about two years ago when moneys were granted to expand the Parent and Child Centers from 36 to 106, there were no national training conferences except for those for Head Start. The term stepchild will soon be changed to abandoned child if Congress continues on its present course of setting aside moneys for competitive bidding by the entire early childhood community. Please do not let this happen.

I believe, along with the National Head Start Association and the Advisory Committee on Head Start Quality and Expansion, that a "high level committee ... charged with developing program guidelines to allow Head Start to serve families with children under age three most effectively" must be convened. The committee must be able to examine and explore the last 25 years of work by the Parent and Child Centers and the Migrant Head Start Programs serving infants and toddlers before Congress makes a decision on the set-aside moneys.

Please do not let all the work of the Parent and Child Centers and the Migrant Head Start Programs go down the drain without looking at us first. Thank you.

STATEMENT OF TRISH PHETTEPLACE, PARENT, REGION X

Ms. PHETTEPLACE. My name is Trish Phetteplace, a parent from Eugene, Oregon. Washington is in our Region X, Washington, Idaho, Oregon and Alaska.

I am a mother of four children—a high schooler, a middle schooler, an elementary schooler and a preschooler. My personal story does not fit the stereotypical low income parent. I am educated, well-traveled, working and in the past have led a middle, upper income lifestyle. But due to family health problems, divorce, a poor job market and other personal factors, I found myself in a low income situation. I know the humiliation of being confronted by a welfare worker, the embarrassment of using food stamps at the grocery store, and the heartbreak of having to frequently tell my children that I do not have enough money to allow them to do the things that their peers take for granted daily. Needless to say, my self-esteem and pride have been at an all time low.

I used to be a more judgmental individual, looking down on those I felt were not giving it their all to improve their lot in life. But as the traditional saying goes "you should not judge another until you have walked a mile in their moccasins."

[Applause.]

Ms. PHETTEPLACE. I feel it would dramatically change the welfare system in this country if every person in any way involved with the system had to experience an internship in it, from elected officials—

[Applause.]

Ms. PHETTEPLACE. [continuing] to caseworkers.

This is my third year as a Head Start parent. I did not enroll my child without severe reservations, but through conversations with other Head Start parents, became convinced that it was worth a try. I was not at all prepared for the comprehensiveness of the program or the transformation that my life was about to take. In my work with the local program and the State, regional and national associations, I came to realize that Head Start was offering me an opportunity to piece together my bruised life. Working closely with other parents, volunteering in the classroom, being an active member of policy council, participating in fund-raising and leg-

islative advocacy, we have been able to provide skills, encouragement and support to one another through the opportunities afforded us through Head Start. We have learned that no matter what our background before Head Start, we now have a safe, nurturing environment in which to sort out our lives to better provide a healthy existence for our families.

Parents are frequently empowered through our Head Start experience only to find insurmountable situations with the experts—so-called experts—of public schools. We would ask Congress to charge public schools with upholding their role in the transition partnership for Head Start children.

[Applause.]

Ms. PHETTEPLACE. And provide all eligible children with the Head Start experience.

I am not sure what path my life is going to take in the near future, but I am sure it will be rich with opportunity and confidence gained through my Head Start experience.

Thank you.

[Applause.]

[The prepared statement of Ms. Phetteplace follows:]

STATEMENT OF TRISH PHETTEPLACE, PARENT, REGION X

My name is Trish Phetteplace, a parent from Eugene, Oregon. I am the mother of four children—a high schooler, middle schooler, elementary and preschooler. My personal story does not fit the stereotypical low income parent. I am educated, well-traveled, working and in the past have led a middle, upper income lifestyle. But due to family health problems, divorce, a poor job market and other personal factors, I found myself in a low income situation.

I know the humiliation of being confronted by welfare workers, the embarrassment of using food stamps at the grocery store, and the heartbreak of having to frequently tell my children that I do not have the money to allow them to do the things that their peers take for granted daily. Needless to say, my self-esteem and pride have been at an all time low.

I used to be a more judgmental individual, looking down on those I felt were not giving it "their all" to better their lot in life. But as the traditional saying goes "you should not judge another until you have walked a mile in their moccasins." I feel it would dramatically change the welfare system in this country if every person in any way involved with the system had to experience an "internship" in it—from elected officials to caseworkers.

This is my third year as a Head Start parent. I did not enroll my child without severe reservations, but through conversations with other Head Start parents, became convinced that it was worth a try. I was not at all prepared for the comprehensiveness of the program or the transformation that my life was about to take. In my work with the local program, and State, regional and national associations, I came to realize that Head Start was offering me an opportunity to piece together my bruised life. Working closely with other parents, volunteering in the classroom, being an active member of the Policy Council, participating in fund-raising and legislative advocacy, we have been able to provide skills, encouragement and support to one another through the opportunities afforded us in Head Start. We have learned that no matter what our backgrounds before Head Start, we now have a safe, nurturing environment in which to sort out our lives to better provide a healthy existence for our families.

Parents are frequently empowered through our Head Start experience only to find ourselves in insurmountable situations with the "experts" of public schools. We would ask Congress to charge public schools with upholding their role in the transition partnership for Head Start children. And provide all eligible children with a Head Start experience.

I'm not sure what path my life is going to take in the near future, but I am sure it will be rich with opportunity and confidence gained through my Head Start experience.

Chairman MARTINEZ. You just got a standing ovation, do you know that?

[Laughter.]

Ms. PHETTEPLACE. Amazing what a few tears will do, huh?

Chairman MARTINEZ. Maybe I should start crying, huh? I have just got to share this with you. We have in Congress today a woman, a real fine representative who did walk a mile in those moccasins. She is a former welfare recipient in very much the same shape you are.

Ms. PHETTEPLACE. Maxine Waters.

Chairman MARTINEZ. No, Lynn Woolsey of California, same State, just a different part.

Ms. PHETTEPLACE. Right.

Chairman MARTINEZ. Lynn Woolsey was actually a welfare mother and she has talked about those experiences.

But let me go further than that. I was born on February 14, 1929, the year of the stock market crash, born in a family of 10 children of a coal miner father in Colorado, and could not make it there, so we came to California, whole family in a little Model T truck that he found deserted and he rebuilt it to make it run to get us there. Put a flat bed on the back of that Model T to make it a truck, loaded the family on there and here we come, much like the Grapes of Wrath.

Ms. PHETTEPLACE. Right.

Chairman MARTINEZ. And when we got to California, the streets were not paved with gold like everybody claimed, and we had a dismal—fortunately for us there was a great President by the name of Franklin Delano Roosevelt, who had brought the New Deal to the United States and created something that was called WPA. And there were offshoot program on the WPA, one of them was kind of a welfare program where families that qualified, unlike food stamps—same program but not using food stamps—would go to a warehouse where surplus foods were kept and they would be distributed to these poor families. And I can remember at the age of five years old pulling one of the little wagons, little red wagons, down there to get the food.

Now the treatment that we got, first from the fact that we were called less than Americans—and I have got to tell you I am an American, I was born in this country, my parents were born in this country, both sides.

[Applause.]

Chairman MARTINEZ. But made to feel less than, as if we were the worst things that crawled out from under a rock. The people that were administering that program there, unlike today where a lot of the people that administer these programs are a lot more sensitive and a lot more enlightened about what puts a person in that kind of a situation, then they would call you names, you know, embarrass you so that if you did not come back, maybe they would be able to have those foodstuffs for themselves, I do not know. But it was very embarrassing, and it creates a stigma on a person, it really does. And you know, you take years and years to overcome that.

Head Start and people that come to Head Start, I wish that program had been around when I was a kid because it does create

self-esteem in people. I have heard person after person testify before our committee. I went to LA and Bobby Scott from Virginia was there, and Major Owens from New York was there, and they were amazed by the testimony that we received there from people who were part of Head Start. You said it today, and it is not the first time I have heard it, but it really is one magic moment when you get that Head Start feeling. And this young lady was testifying to us that before she entered this program, she had no self-esteem, she had no self-worth. She got in the program because she enrolled her child in the program, and the next thing you know, she is realizing how important it is for her to advance as well as her child, and how important it was for her child to advance. When she was testifying before us, she had already received her BA and was working through her Masters and had a pretty good paying job, and she held her head with pride and she said "I do not have to take a back step to anybody." That is the kind of difference this program has made.

I just wish that there was a way—there was a period a short while back when there seemed to be a movement by detractors of the program to deemphasize the importance of the program or to make less of it. They did not get very far because there was too many defenders of it. But I wish all of those people would meet people like yourself. Thank you.

Ms. PHETTEPLACE. Thank you.

[Applause.]

Chairman MARTINEZ. Our next witness is going to be the easiest name that I have to pronounce here today—Juan Palma. He is a member of the National Migrant Head Start Association, he is a parent from Region XII.

STATEMENT OF JUAN FUENTES, MEMBER, NATIONAL MIGRANT HEAD START ASSOCIATION

Mr. FUENTES. Buenos dias, Señor. Mr. Martinez.

[Comment in Spanish.]

Mr. FUENTES. Good morning, everyone, good morning, Mr. Martinez, my name is Juan Fuentes and I am proud to represent the parents of Region XII, the Migrant Head Start. I am here to testify how Head Start has changed my life.

Everything began as a need, the babysitter of my 4½-year-old daughter, Sidney, notified us that she would no longer be able to babysit her. My wife Bertha and I received this notice with great sadness, both of us had grown to be very comfortable with Lidia as she took good care of Sidney. "I will have to quit my job and stay home," my wife Bertha said to me. This was difficult because we could not survive on my salary alone to cover expenses.

A friend of ours named Maria, who knew about our situation asked "Why do you not go to the Migrant Head Start Program to see if you qualify for their services?" "What is the Migrant Head Start Program?" asked Bertha. Maria replied, "Migrant Head Start Program is a government program where children of every culture of migrant workers are cared for, and you just arrived from California."

This was all I needed to know. We went to register Sidney the next day. I found that, due to my nervousness, there were many

questions that I did not ask. The following day I called the center director who was more than happy to assist me and answer questions that I had. I wanted to know how much I needed to pay for the child care services. To my surprise, I found that everything was free. The program offered mental health services, vaccinations, balanced, nutritious meals, employment for interested parents and most importantly, our children were introduced to English as a second language. They are allowed time during the day for singing, drawing, resting and choosing their own activities. Incredible! No—a reality.

In what manner can I repay such a complete program? Well I was asked to volunteer on the parent advisory committee meetings. This seemed like so little to us in return for all I was being offered, that I could not resist to commit myself to assist in whatever else I could.

And Sidney? Well she is fine, thank you. Six months into the program, she helped my wife with English everywhere they went. She might not have—

[Applause.]

Mr. FUENTES. She might not have done this perfectly, but she helped my wife from feeling helpless with her inability to communicate in English. That is right, I am talking about a five-year-old translator.

For me and for Sidney's mother and for thousands of other parents who are monolingual, Spanish speakers, this is a little miracle. And that little miracle we call Head Start.

I appreciate all those who were involved on Sidney's education, including directors, teachers, nurses and many others too many to mention. And a special thanks to those who are politically able to legislate for our needs. Though I might not know them personally, I know they are concerned about us, the less fortunate. These little miracles continue to happen thanks to you.

Education begins in the home and Migrant Head Start helps to perfect it. Many, many thanks to Head Start, and thanks to you.

[Applause.]

[The prepared statement of Mr. Fuentes follows:]

STATEMENT OF JUAN FUENTES, MEMBER, NATIONAL MIGRANT HEAD START
ASSOCIATION

Everything began as a need, the babysitter of my four-year-old daughter, Sidney, notified us that regretfully she would be unable to continue babysitting Sidney because she also, like my wife, wished to work outside of the home. My wife received this notice with great sadness as we had grown to feel comfortable with her and she took great care of my daughter as well as Sidney feeling comfortable with Lidia, which was her name.

That afternoon Maria came by to visit. She is the wife of Nicolas, my cousin and after conversing of things of no great importance, she asked my wife, Bertha, how long she would be working at her place of work. My wife responded, "About three months, but it has ended today for me because I no longer have anyone to care for Sidney while I work and you know how difficult it is to obtain a responsible babysitter. Lidia will no longer be able to babysit so I will have to quit my job and stay home and this will be difficult because Juan's salary isn't sufficient to cover our expenses." Lidia asked, "Why don't you go to the Daycare to see if you qualify for their services?" "What is daycare?" asked Bertha and me a bit more interested, asked "What is Daycare, Maria?" "Daycare is a government program where children of agricultural migrant workers are cared for, and you just arrived from California two months ago" said Maria.

This was all I needed and immediately I went to the local center and after two nerve-racking hours, Sidney was registered at the Daycare. Upon my exit I felt a little confused as due to my nervousness, there were many questions I didn't ask. The next afternoon I called to speak with the Center Director who was more than happy to assist me. I wanted to know how much I needed to pay for the care of my daughter as was my style, and much to my surprise, I found out that everything was free, that the children received balanced, nutritious meals free. Surprised that there was a health program to detect any mental deficiencies, that there was a vaccination program, assistance for pregnant women, employment for parents interested in working at the center, and most important, our children are participating in a daily, educational program where not only are they introduced to English as a second language, but time during the day where they can choose their own activities, time to rest, etc. Incredible! This is reality, but how can I repay this program? They asked that I participate in parent advisory council meetings, so there I am. This seems like so little to ask for in return for what they are giving me that I couldn't resist to commit myself to assist in whatever else I could. And Sidney?

Well, she's fine, thank you. Six months into the program, she helps my wife ask for things at the store or wherever else we go. That's right, I'm talking about a four year and six month translator. She may not do this perfectly, but she helped my wife from feeling helpless with her inability to communicate in English, for me and for her mother and for hundreds of other parents who are monolingual Spanish this is a miracle and that miracle we call "HEAD START."

I appreciate all those who participate, and participated in Sidney's education. Directors, teachers, nurses, volunteers, PIAs and many, many more individuals that is impossible for me to mention everyone who has made it possible to provide these services. Though I may not know them personally, I know they are concerned about us, migrants, and those at an economic disadvantage and are less fortunate than others. Thank you for your help. These miracles continue to exist thanks to all of you.

Someone once told me that parents are a child's first teacher. I say HEAD START is the first and better teacher for my children. Education begins in the home and HEAD START perfects it.

Many thanks HEAD START.

Chairman MARTINEZ. Thank you very much, Juan. Juan, how long have you been in this country?

Mr. FUENTES. Six years.

Chairman MARTINEZ. Six years. You speak better English than a lot of people that come from other places in the world.

[Applause.]

Chairman MARTINEZ. Just so I make sure I do not miss anybody, there was originally scheduled Delaura Saunders. She is not here?

[No response.]

Chairman MARTINEZ. Juan, what was your last name?

Mr. FUENTES. Fuentes.

Chairman MARTINEZ. I apologize to you, I found out it was not you after all.

Thank you very much for testifying before us. I am sure that your testimony here is moving, it is invaluable to us as we move forward in many of the examples we make in talking to our colleagues in improving the worth of this program. So I thank you again.

Our next panel, we move to a little different format, our next panel will consist of witnesses who will come and sit at the table. There have been places prepared and the signs are in front. I know you cannot read them from that side—oh, they can? Well good, Terry, you are all right.

The first person we would like to call us is Linda Kills Crow, President of the Indian Head Start Association, member of the Osage Nation of Pawhuska, Oklahoma, and she will be discussing issues facing the Indians. The next witness is Phylliss Fry, Vice

President of Migrant Head Start Association, from Conway, Arizona—that was Arizona, right? Arkansas again? All you have to do is put ARK there. To discuss migrant issues. Well you know, the other thing is, you would not think in Arkansas they would have migrant issues, I am used to the southwest.

Mr. BAESLER. You are going to learn.

Chairman MARTINEZ. We are going to learn, yes.

And next is Penny Jordan, Vice President of National Head Start Association—excuse me for that last statement. You see, I come from southern California except for that brief experience in Colorado, I was raised there and I never left the community of East LA until I was 18 years old when I joined the Marine Corps. So in my world, the only Hispanics that I knew, came from southern California, Arizona or New Mexico. But now I understand they are all over the country.

The next witness is Penny Jordan, Vice President of the National Head Start Association from Fremont, Ohio, to discuss the importance of parental involvement.

The next witness is Colleen Mendal, Western Kentucky University, College of Education, to discuss training and technical assistance.

Is this Marce Verzaro-O'Brien?

Ms. VERZARO-O'BRIEN. Yes.

Chairman MARTINEZ. Tell me about that, that sounds interesting.

[Laughter.]

Chairman MARTINEZ. One sounds Italian, the other sounds Irish.

Ms. VERZARO-O'BRIEN. Exactly so.

Chairman MARTINEZ. Very good. Did I ever tell you I am part Irish?

Ms. VERZARO-O'BRIEN. No, we did not know that.

Chairman MARTINEZ. Well I have not introduced where she is from yet. You see how well organized we are? She is a curriculum director from the Early Childhood Professional Development Network.

And the next witness is Susan Rohrbough, the appointee of the Governor of Ohio to head the Head Start Collaboration Project from Columbus, Ohio, and she will be discussing the importance of continuing the project.

Jim Houlares—how is that last name—Director of Lowell, Massachusetts Program to discuss the need for facilities.

We will start with Linda Kills Crow.

STATEMENTS OF LINDA KILLS CROW, PRESIDENT, INDIAN HEAD START ASSOCIATION; PHYLISS FRY, VICE PRESIDENT, MIGRANT HEAD START ASSOCIATION; PENNY JORDAN, VICE PRESIDENT, MONITORING AND QUALITY ASSURANCE, NATIONAL HEAD START ASSOCIATION; DR. MARCE VERZARO-O'BRIEN, CURRICULUM DIRECTOR, EARLY CHILDHOOD PROFESSIONAL DEVELOPMENT NETWORK; SUSAN ROHRBOUGH, HEAD START COLLABORATION PROJECT, GOVERNOR'S OFFICE OF THE STATE OF OHIO; AND JIM HOULARES, HEAD START DIRECTOR, LOWELL, MASSACHUSETTS

Ms. KILLS CROW. Thank you.

Chairman MARTINEZ. Are you familiar with Wilma Mankiller?

Ms. KILLS CROW. Yes, sir, I do know her.

Chairman MARTINEZ. Did you know that her real name was Wilma White Mankiller?

[Laughter.]

Ms. KILLS CROW. I can understand that.

[Laughter.]

Chairman MARTINEZ. Was there anything before or after that Kills that you changed?

Ms. KILLS CROW. No. As a matter of fact, my husband is full-blood Oglala Sioux and his name is really Kills Crow Indian, because the Sioux used to fight their traditional enemies, the Crows. My name does not have a hyphen, it does not have an "e" at the end, it is a two word Native American last name.

Chairman MARTINEZ. Very good. We will hear from you now.

Ms. KILLS CROW. Thank you. Good morning, and I would like to say, after that introduction, that I am also Native American, even though some people are not always sure of that, a member of the Delaware Tribe, and I am currently the Head Start Director for the Osage Tribe in Oklahoma and President of the National Indian Head Start Directors Association.

In June of 1993, the National Indian Head Start Directors Association, in conjunction with American Indian Programs Branch of the Head Start Bureau, conducted a national Indian Head Start Management Conference in Washington, DC. The 335 participants represented 106 of the then-116 Indian Head Start grantees. Included in the group were the Indian Head Start Directors, their tribal leaders and other interested individuals. This conference proved an open forum for discussing our concerns. The result was an advocacy agenda which outlined 11 crucial issues and recommended regulatory and statutory changes.

From that list, the National Indian Head Start Directors Association Board of Directors selected five issues where changes were deemed essential if Indian Head Start programs were to achieve high standards of quality, while meeting the unique needs of tribal children and their families.

The first of these issues was sovereignty. Over the years, we have had difficulty in the Head Start Bureau and from other sources of putting Indian Head Start programs, or desires to put Indian Head Start programs in the region and not maintain our separate identity. We feel very strongly that this is wrong, we want to keep a separate branch, which is operated directly out of Washington, DC, because our grantees have unique language and cultural elements to them. We are now 124 grantees with 124 different languages, 124 different cultures and we are in 25 States. So our unique needs, we feel, validate the Congress' intent of putting us and keeping us as a separate entity rather than putting us under a regional system where we would be just absorbed within the States.

Our second issue, which you have already heard a great deal about, was construction. On many of our reservations, we have no buildings to purchase, no buildings to renovate. We have been using modulars, which do not work, particularly in the northern States. And we very much need to be able to construct facilities.

You know, you cannot renovate something if you do not have anything to renovate. It is an urgent need in our communities. I think there was a study a few years ago that came out that said that we had some of the poorest facilities in all of Head Start existing within the Indian programs. And this is the reason, we just do not have buildings.

The third issue was income eligibility. We are asking for a change not only in income guidelines, but some kind of relief on income guidelines because in most of our communities, we are the only game in town. If you do not have Head Start, there is no place else for our Indian children to go. And the income guidelines are very restrictive, we do not have rich Native American populations on our reservations and in our communities, but especially with gaming coming into some of the northern States, we now have a lot of parents making \$5 an hour handing out bingo cards and that makes them ineligible for Head Start. But if gaming is no longer something that happens on the reservations, which is a possibility if the Department of Interior wanted to change some of the rules, we would have parents who have no marketable skills—where do you go to be a professional bingo card pusher, as I call them? So we really have a problem, we have some of those reservations in those areas where over 50 percent of their children will no longer be eligible for Head Start because of the low paying jobs which have come onto those reservations.

We feel also that one of the reasons we need—we are looking for this within Indian Head Start goes back to tribal sovereignty. In our treaties, we were guaranteed education and we think education should not begin at age six, but should begin much earlier and Head Start should be part of those treaty guarantees that we have.

Another concern was our service area. Many of our families, because of lack of housing are having to move just off the reservation into border towns and these border towns often do not have Head Start or the people who have Head Start in these communities feel that Indian children should be served by the tribe, and so often they are put at the bottom of the waiting list. And in most of these communities there is a waiting list. We would like for the tribes to be able to bring these children back onto the reservation for Head Start services just as the families come back on for Indian Health Service or any other services the tribe provides.

These families live only five, ten, fifteen miles away, so we are not talking great distances, and I understand this is something that is currently in the bill, but we definitely feel that that parental choice, the parents should be able to decide whether they want their children in a culturally relevant Head Start or in a regional program that may exist in a border community.

Our fifth issue is training and technical assistance. While we feel we have got one of the best trained technical assistance providers in our region, they do an excellent job for us, it is not enough. When you are in 25 States, we need a system where we can get people out onsite to do training and technical assistance with our programs. We have an average of one-third of our directors in Indian Head Start leave the program each year for various reasons.

partly being tribal politics, as well as the normal stresses of Head Start. When those directors leave and when those key component people leave, we do not have a good training system, onsite training system, and our one service provider, which is located in Oklahoma, cannot serve all 25 States including Alaska, and we would like to be able to take a look at the whole T&TA system for Indian Head Start and see if there is not something a little different we can do in our region to provide the kind of services we need to provide quality programs for our children.

Thank you.

Chairman MARTINEZ. Thank you.

[Applause.]

Chairman MARTINEZ. We will hear from all of the witnesses and then we will ask questions. But I have to ask one. In your area, the people that staff the Head Start program are not from the reservation?

Ms. KILLS CROW. Most of the staff is from the reservation.

Chairman MARTINEZ. Is from the reservation.

Ms. KILLS CROW. We try to hire from the reservation and in our communities as much as possible because one of the things within Head Start is that your staff reflect the population you serve, and so we do try to do that as much as possible.

Chairman MARTINEZ. And so then basically they are from the reservation, they are Native Americans.

Ms. KILLS CROW. Yes, sir.

Chairman MARTINEZ. But there is some people that work in Head Start that are assigned from region?

Ms. KILLS CROW. Assigned from the region?

Chairman MARTINEZ. Yes, assigned from somewhere else to come and work there, or do you get to choose?

Ms. KILLS CROW. You hire, you know, from wherever you can hire from, but most of the employees.

Chairman MARTINEZ. But those people that provide you the oversight, where do they come from?

Ms. KILLS CROW. I am not sure I am understanding what you are asking.

Chairman MARTINEZ. Well in your testimony you talk about giving the Tribal Council the right to establish Head Start and run Head Start. I got an inference that somebody else was running the Head Start.

Ms. KILLS CROW. The Tribal Council is the grantee. Are you referring to the sovereignty issue, number one, when I was speaking about—

Chairman MARTINEZ. Yes.

Ms. KILLS CROW. That was talking about how we are organized at the national level.

Chairman MARTINEZ. Oh, all right.

Ms. KILLS CROW. The Tribal Council is the grantee, all Indian Head Starts, the grantee is the Tribal Council, but the issue has been at the national level, administratively they sometimes want to take Indian programs, and in years past we have been in the same administrative structure with migrants, or we have been—

they have talked of like putting us in with the States and regions and that just would dissolve our uniqueness and some of the commonalities we have among our programs, and we just want to stay as an Indian program.

Chairman MARTINEZ. All right, I understand.

Ms. Fry.

[The prepared statement of Ms. Kills Crow follows:]

Statement of Ms. Linda Kille Crow

On March 25, 1994, there was a joint hearing of the Senate Indian Affairs Committee and the Senate Labor and Human Resources Committee to hear testimony from Indian Head Start grantees regarding "National Head Start Act" S.1852, the reauthorization.

While the Indian grantees strongly support this legislation, we feel there are some specific issues affecting Indian Head Start programs which need to be addressed as part of this bill.

As a result of the testimony presented to these Senate Committees, Indian Head Start Amendments have been drafted for inclusion to this bill. We ask that Representative Martinez and his committee review these proposed amendments and give them their careful consideration.

In June, 1993, the National Indian Head Start Directors' Association, in conjunction with the American Indian Programs Branch of the Head Start Bureau, conducted a National Indian Head Start Management Conference in Washington, DC. The 335 participants represented 106 of the then 116 Indian Head Start grantees. Included in the group were the Indian Head Start Directors, their Tribal leadership and other interested individuals. This Conference provided an open forum for discussing our concerns. The result was an Advocacy Agenda which outlines eleven crucial issues and recommended regulatory and statutory changes.

From that list, the NIHSDA Board of Directors selected five (5) issues where change was deemed essential if Indian Head Start programs were to achieve high standards of quality while meeting the unique needs of our Tribal children and families.

ISSUE #1 - SOVEREIGNTY

In 1966, special legislation was enacted to allow Tribal governments to become grantees for Head Start programs. In recognition of the Federal government's Nation-to-Nation relationship with Tribes, the Administration of Indian Head Start programs was placed in the central office of the Head Start Bureau. Over the years, there has been an erosion of the status of Indian programs as well as several attempts by ACYF and the Head Start Bureau to decentralize Indian grantees by moving them into the Federal regional structure or combining their administration with other Head Start or ACYF programs.

There is a special relationship which exists between Tribes and the Federal government. There is a need to preserve the Tribal languages and each unique culture. Today, there are 124 Tribal grantees. With this number of sovereign nations, language should be included in the Head Start Act to insure that Indian Head Start grantees remain distinct and separate programs administered at the national level. It is of great importance that AIPB be treated like other regional Head Start offices; this includes adequate numbers of qualified staff and sufficient funds for required site visits.

"Indian Preference" should also be exercised in the hiring of American Indian Program Branch staff, granting of contracts for Training and Technical Assistance and, any other grant or contract which focuses primarily on Indian grantees.

ISSUE #2 - CONSTRUCTION OF FACILITIES

Construction of facilities has long been a major concern for Tribal grantees. Currently, grantees are prohibited from using Head Start funds to construct; but, they can renovate, rent, lease or purchase classrooms. The problem is the lack of buildings on reservations or, in rural Indian communities. If a building does not exist, one has nothing to rent, lease, renovate or purchase!

As a short term solution, some Tribes began purchasing modular classrooms but soon found this was neither cost effective nor aesthetically in keeping with the Tribal environment.

In the Osage program, for example, we purchased a single modular classroom unit, (24 x 56), for \$75,000. Our contract guaranteed that the manufacturer would make all structural repairs at no cost. Within a year, problems occurred with leaking ceilings and walls, uneven floors due to the ground settling under the pier foundation, and numerous plumbing problems. Even though there is a sales office for this company in Oklahoma, the units are constructed out of state so repairmen must travel from the factory which often takes weeks. Since the Tribe owns the modular and did not want to see it ruined, Head Start has had to put several hundred dollars in emergency repairs of the building. Recently, we asked a local contractor to give us an estimate on a permanent building constructed on a slab foundation. We found we could have built a facility for the same cost but with twice the square footage (classroom plus a kitchen and dining room/parent meeting room). Modular classrooms have a life expectancy of 20 years but between the poor quality of construction and the violent Oklahoma spring storms, we will be lucky to be able to use it that long.

Since Tribes own their land and don't have to pay taxes, zoning fees, etc.; they are also exempt from the Davis/Bacon Act. It would, therefore, be both prudent and cost effective to allow Tribes to construct permanent Head Start facilities with Head Start funds. The Head Start Act should be amended to allow the Secretary to permit construction when a Tribe can prove that current facilities are unsafe or inadequate and/or no suitable facilities are available in the community, or cost of renovations are prohibitive when compared with new construction. The need for space for expansion should also be considered as a reason for additional facilities.

ISSUE #3 - INCOME ELIGIBILITY

On most reservations and rural Indian communities, Head Start is the only early childhood program available to families. Most rural school districts are too poor and only six BIA schools currently have 4 year old programs. Few tribes have state licensed child care centers accessible to their families, although the new Child Care Block Grant allows Tribes the opportunity to operate a licensed facility. However, the lack of start-up funds and facilities hinder the development of quality child care centers.

If the Child of a single parent can't attend Head Start because this parent has a \$5.00 an hour job, the child is doomed to be left with a babysitter and spend the day in front of the TV. Kindergarten teachers in Pawhuska have told me they can always spot the Indian children who have attended Head Start. They are the ones who don't have to learn to read, blue and yellow, but are ready for mauve and turquoise. These children grow up as neighbors, but those whose parents have obtained some level of economic self-sufficiency are penalized educationally as well as socially. Allowing all Tribal children to attend Head Start would just increase the enrollment of Indian programs by a little less than 20%, or less than 3500 children.

The education of Indian children is guaranteed by Treaties with the Federal government. This guarantee should extend to the most crucial years, the Head Start years, thus allowing our Indian children to be exempt from income guidelines. Legislative language exempting Indian children should, however, include directions to the Secretary requiring Tribes to set admissions criteria which would assure that priority in enrollment is always given to the most needy children.

ISSUE #4 - SERVICE AREA

Tribal grantees are currently restricted to serving only children who reside on the Reservation or as in the case of Oklahoma and Alaska, within the Tribes' designated service area. Because of housing shortages, jobs or training opportunities, Tribal members sometimes move into communities which border the Reservation. They still maintain close ties to their home community. They continue to use the Indian Health Service facility, to send their children to Bureau schools and participate in the social life of the Tribal communities. Thus the Bureau of

Indian Affairs and most other agencies (WIC, JTPA, etc.,) recognize that Tribal members living within 15 miles of the Reservation boundary are eligible for services provided on the Reservation. The Head Start Act doesn't have such a provision so Tribal children living within 15 miles can't attend their Tribal Head Start program.

This policy is inconsistent with that of other agencies. Indian parents want to send their children to their Tribal Head Start. The Head Start Act should include the "on or near" reservation rule in designating the service area for Indian Head Start programs.

ISSUE #5 - TRAINING AND TECHNICAL ASSISTANCE

The Indian grantees are currently funded directly for training needs as well as receiving technical assistance through a TASC contract with Three Feathers Associates. While the TASC is providing quality services, the kinds of activities they are allowed to provide as defined by their contract with the Head Start Bureau don't adequately meet the needs in Indian Country.

Indian grantees face unique circumstances such as the development of culturally relevant curriculum, and dealing with frequently changing Tribal government. Many are existing in communities where everyone has known everyone else all their lives and anonymity is all but impossible. And, Indian grantees are spread out over 25 of the 50 states.

The current Head Start Bureau's T & T/A model doesn't work well for Indian grantees.

Most Tribal grantees are small, rural and lack the local resources to provide adequate training and technical assistance for staff. For example, the staff from Osage Agency must travel 80 miles one way to the State University in order to take classes in Early Childhood Education.

While these five issues are of highest priority, we know there are several other issues which are of concern to Indian grantees. Some of these will be addressed in other testimony and should also be given your careful consideration.

Again, I want to thank the members of these two committees for the interest they are demonstrating for the welfare of our Indian Children. I would especially like to thank Senator Inouye for his continued leadership in Indian Affairs.

Ms. FRY. I am Phyllis Fry from the State of Arkansas, and yes, we do have migrants in Arkansas as well as in many other States. But more importantly, I am here today to represent the migrant programs across the Nation.

I began working with the migrant programs in 1979. I had been with the non-migrant Head Start program since 1977, but migrant Head Start has been around for more than 20 years and the families that we serve are truly the working poor. We serve 33,000 children across the Nation, 42 percent of these children are infants and toddlers, and we have never been sufficiently funded to meet the need of serving our zero to three population. We have been serving these children at the same rate as we have been serving the preschoolers. Many of the problems we face is because of the staffing patterns. It takes more teachers and more staff to care for infants and toddlers than it does the preschoolers. We have long hours of service when working with migrant families. They are in the field anywhere from 10 to 12 hours a day, sometimes five and six days a week. The supplies and equipment wear out a lot faster when we have children in the centers that long, and also the transportation services are very costly.

We have also had to develop our own staff and parent training programs in order to create developmentally appropriate environments for infants and toddlers. We have also had to develop our own monitoring systems because the current onsite program review instrument does not address the zero to three population and we are just concerned that the language in the reauthorization does not include all the services that we need to do for migrant Head Start programs in serving our zero to three. We feel that this could be adjusted by having a one-time permanent increase to bring Migrant Head Start programs up to parity and be able to help us meet the new infant and toddler performance standards.

We also are in strong agreement with the advisory council's recommendation in establishing the zero to three task force to review services to this population.

Migrant Head Start programs have also been using portable buildings for a good number of years. Many of these buildings were built prior to the mandated Americans with Disabilities Act. So we have had to go back and modify these structures to meet these requirements, and this presents difficulties to us when we must move the facilities. We have to go back and get architectural plans and engineering plans, which are very costly to our program.

However, we have been working with the agricultural community for a good number of years and have always developed partnerships with them to be able to place our facilities where agriculture exists. But many times we are forced to move, not because of migrancy factors or not because of agricultural change but because we have lost the land where we originally put the portable building. And sometimes the migrant population does shift from camp to camp, and that has created a necessity for us to move.

But Migrant Head Start presents many benefits to the agricultural community by providing the comprehensive Head Start services for the long hours for the workers. And so they are very proud to work with us. But many of the communities that we are in, when you go to local mayors and city councilmen, they are very op-

posed to having a portable building in their community. They are looking more for permanent structures which will be able to blend in with their communities and enhance the atmosphere of the towns and cities that they live in. As we are very aware, the portable buildings do not increase in value. They are not as easily maintained as a permanent structure would be, and many times it is difficult for us to meet child care licensing and fire safety standards because of the way the portable buildings are constructed.

We would also like to be able to keep up with the quality initiatives, and in doing this, it is very important that we provide these safe and attractive facilities for the families and communities that we serve.

I would like to end on a story about one of our Migrant Head Start children. I visited in the center last year of a little girl who is five, going on to kindergarten, and she asked me if I would be there the next day and I said yes, I would and she said well I want to bring a picture and show you. Well in my mind, I thought that the child was going to bring me a picture that she had drawn. And much to my surprise the next day when I got to the center and was talking with the little girl, she brought a photograph of her big brother and it was a picture of him in his cap and gown from high school graduation. And of course, I commented on what a handsome big brother she had and that they must be very proud of him for graduating, and she looked up at me with that big smile on her face and she said, "Papa says he does not have to come to the fields any more, he can go out and get his own job now." And this is what we need to provide for every migrant child in our country, because they deserve this education.

Thank you for your support.

Chairman MARTINEZ. Thank you.

[Applause.]

Chairman MARTINEZ. Ms. Jordan.

[The prepared statement of Ms. Fry follows:]

STATEMENT OF PHYLLIS FRY, VICE PRESIDENT, MIGRANT HEAD START ASSOCIATION

I'm Phyllis Fry from Arkansas. But more importantly, I am here today representing Migrant Head Start programs. Migrant Start has been in operation for more than 20 years. The families that we serve are truly the working poor. Forty two percent of all the children that are served by Migrant Head Start are infants and toddlers. Migrant Head Start has never been sufficiently funded to meet the needs in serving infants and toddlers. Staffing patterns, hours of service, supplies and equipment, and transportation services are extremely costly items in serving infants and toddlers. We have had to develop our own staff and parent training programs in order to create developmentally appropriate environments for infants and toddlers. Additionally, we have developed our own monitoring instruments since the current Onsite Program Review Instrument does not address the zero to three population. We are concerned with the language contained in the reauthorization with regard to services for Migrant Head Start programs in serving zero to threes. This can be easily adjusted by a one-time permanent increase to bring Migrant Head Start up to parity and to be able to meet the new performance standards. We strongly agree with the Advisory Council's recommendation to establish a zero to three task force to review services to this population.

With regards to the issue of portable buildings for Migrant Head Start centers, many of these buildings were built one year prior to the mandated Americans with Disabilities Act. Many of these facilities must now be modified to meet these requirements, thus creating difficulties when we are faced with moving the facility. We do not place facilities where agriculture does not exist. The Migrant Head Start programs have developed partnerships with the agricultural industry since the inception of Migrant Head Start. Migrant Head Start provides benefits to the agri-

culture community by offering comprehensive child care services to their workers. Local communities are not receptive to the idea of portable buildings. They are more interested in permanent structures that will enhance the atmosphere of their community. Portable buildings do not increase in value and are not as easily maintained as a permanent structure. Many times child care licensing requirements and fire safety standards are difficult to meet because of the way the portable buildings are constructed. In keeping with quality initiatives, it is imperative that we provide safe and attractive facilities for the families and communities we serve.

We appreciate the strong support for Migrant Head Start from the administration and from Congress. Thank you.

Ms. JORDAN. To the honorable congressmen, good morning. I would also like to thank you for this opportunity and privilege to speak before you today.

My name is Penny Jordan and I am the Vice President of the National Head Start Association. I am also a Head Start parent. I have had the privilege of having three children attend Head Start. Two center-based and one home-based.

Dear congressmen, staff and counsel, I know that if it were not for Head Start, I would not be here today. I would like to share a little of my Head Start story with you. I had some from a second generational welfare family and now my husband and I had found ourselves on welfare.

We were both struggling in the fight of life itself when we came upon Head Start. A little center in Portage, Ohio changed and yes, saved, my life, marriage and firmly planted our feet on the path of success for my husband, myself and our children.

This was done through the effort of all staff helping to implement parent involvement based upon my family's needs. With Head Start, they understood one size does not fit all. I was near the place of no return, I was at life's edge. I felt so lost and ashamed that I could not provide for my children the basic essential needs they need to just sustain themselves. One time I was so depressed, that suicide crossed my mind.

In fact, the Human Services Department did not provide me with human services. In fact, if I were a dog, they could have been charged with cruelty to animals. They provided me with the most reasons why I should not continue with life, but give up on life itself.

It was Head Start that treated me and mine with dignity and respect regardless of my race, creed or sex. My children were the only Afro-Americans in that little rural center and they were treated no differently than the rest. When my gas was going to be shut off in the dead of winter and I did not receive help from that local Human Services Department, my parent involvement coordinator connected me with the right person at the CAP agency so that my children would not freeze to death. They contacted the gas company and took care of everything. But they did not stop there. We began to talk about better ways to budget our money and do you winterize your home with what you have at home.

Again, what were my family's needs?

Male involvement? Head Start encourages it. According to the stereotype of males and especially black males, my husband should not be around, least of all, involved. My husband is a former policy council chair and a former parent center chair. He himself rode the bus, volunteered in the classroom, participated in and helped plan trainings, and was a board member of the WSOS four-county

board. All these things he did while attending college. He now has his Bachelor's degree of science in computer science—

[Applause.]

Ms. JORDAN. [continuing] and is a systems analyst at a major telephone company as well as owning his own consultant business.

Through a caring staff, director and executive director, my family survived the storm that had lasted generations. Though slavery was abolished over a century ago, our hands and feet remained shackled through poverty. We are now self-sufficient. We are taxpayers who now support the system and no longer need the system. We spent years living in a government subsidized housing complex. We now own our own home.

[Applause.]

Ms. JORDAN. We no longer sign the WIC vouchers, we sign a check. We no longer need a hand, we give out our hands and our hearts. We no longer wait at the mailbox for a check at the first for the month, we collect a paycheck eight times that we got from welfare.

Our children are honor roll students, they are very active in school activities as well as community and church activities. My son is working toward his Eagle Scout, wants to be a doctor and is not hanging out in the streets. My oldest daughter has set a goal of being a lawyer, and the first Afro-American Supreme Court Justice.

[Applause.]

Ms. JORDAN. My youngest child would like to be a teacher or a doctor. She took the Iowa skills test in the third grade, she tested in the 99 percentile range for vocabulary. She said she had not faded out, because she is not a fad.

These children are drug free. They know what they want, they know how to obtain it, but even more important, they are working their way toward their goals. I know they can and will succeed. No greater success can compensate for failure in the home. Head Start helped my family to pass the test and trials life sometimes brings.

I tell you these personal things for a reason. I have another home other than the four walls I live in. That home is this great country, the United States of America. There is failure in the homes of America today. The failure is worse than it was yesterday and tomorrow will be worse than it is today if we do not expand our intervention efforts. I know that we have a program that can help to eradicate that failure. That program is Head Start. If we are truly to change the lives of millions of disadvantaged, low income children around this great Nation, we must fully fund Head Start. We must give grantees the flexibility and moneys they need to truly serve their communities. One size does not fit all.

Programs must be allowed to enhance services such as parent involvement, based on their community's needs and the families' needs. We already know Head Start has a long history with infants and toddlers through parent and child centers and the migrant programs. We need to expand in the area of zero to three. Since we know it works, expand it. In the time that I have sat here speaking before you today, children are hurting, children are dying, families are suffering. For many of those families, the intervention has to take place at zero or the child will not live to see three or four.

[Applause.]

Ms. JORDAN. Today's families are faced with major problems. Crime and violence is rampant. Children cannot lay down to sleep at night without hearing gunshots. Drugs and alcohol abuse is almost a way of life for many. Many who are unemployed turn to drugs, not to use them but to sell them for income. It is no wonder that some Head Start children go to school just to be able to eat a decent meal and get a little sleep. Some Head Start parents volunteer all their time at the center, just to get away from the home.

Many Head Start parents are in search of the light at the end of the tunnel, or just to be able to find the light switch. They live in total darkness. They come to the program and find a glimmer of hope. The seed of self-sufficiency is planted, nourished and it grows. A partnership is formed, a partnership of trust and a renewed vision for the future of the parent and child. Through the 70.2 regulations, parents have a guideline for involvement.

The 70.2 document needs to be revised, especially the term limit for policy council members. As it is today, a parent can only serve on policy council for three years. I believe that as long as a parent has a child in the program, they should have the opportunity to serve on policy council. They should have the opportunity to serve in the decisionmaking process of what happens to the program their child attends.

I would like to end by thanking my Heavenly Father for Head Start, because I know it is he who continues to soften the hearts of those who would not listen to the cries and pleas of millions of children and families of this great Nation. If the home is the place to save society, and Head Start has the heart and hand to reach out and enter into it, then we need to support the National Head Start Association's position on enhanced parent involvement. We need to listen to the experts that have made the program what it is, the experts in the Head Start community, and not the intellectuals who would now, nearly 30 years later, say what they think should happen. Head Start is not broken and I believe Secretary Donna Shalala's quality committee report proves that. Do not let others who know little about Head Start come in with their opinions and unproven theories and destroy it.

I thank you for your time.

[Applause.]

Chairman MARTINEZ. Thank you.

Another standing ovation and you did not even cry. Do you want to cry now?

[Laughter.]

Chairman MARTINEZ. Although your voice did quaver. Thank you very much. We thank you more than you thank us.

Ms. Verzaro-O'Brien.

[The prepared statement of Ms. Jordan follows:]

STATEMENT OF PENNY JORDAN, VICE PRESIDENT, MONITORING AND QUALITY ASSURANCE, NATIONAL HEAD START ASSOCIATION

To the honorable congressmen, good morning. I would also like to thank you for this opportunity and privilege to speak before you today.

My name is Penny Jordan and I am the Vice President of the National Head Start Association. I am also a Head Start parent. I have had the privilege of having three children attend Head Start. Two center-based and one home-based.

Dear congressmen, I know that if it were not for Head Start, I would not be here today. I would like to share a little of my Head Start story with you. I had come from a second generational welfare family and now my husband and I had found ourselves on welfare.

We were both struggling in the fight of life itself when we came upon Head Start. A little center in Portage, Ohio changed and yes, saved, my life, marriage and firmly planted our feet on the path of success for my husband, myself and our children.

This was done through the effort of all staff helping to implement parent involvement based upon my family's needs. With Head Start, they understood one size does not fit all. I was near the place of no return, I was at life's edge. I felt so lost and ashamed that I could not provide for my children the basic essential things they needed to just sustain them. One time I was so depressed, the thought of suicide crossed my mind.

The Human Services Department did not provide me human services. If I were a dog, they could have been charged with cruelty to animals. They provided me with most of the reasons for why I should just give up on life itself.

It was Head Start that treated me and mine with dignity and respect regardless of my race, creed or sex. My children were the only Afro-Americans in that little rural center and they were treated no differently than the rest. When my gas was going to be shut off in the dead of winter and I didn't receive help from that local Human Services Department, my parent involvement coordinator connected me with the right person at my CAP agency so that my children would not freeze to death. They contacted the gas company and took care of everything. But they did not stop there. We began to talk about better ways to budget our money and how do you winterize your home with what you have at home.

Again, what were my family's needs?

Male Involvement? Head Start encourages it. According to the stereotype of males and especially black males, my husband should not be around, least of all involved. My husband is a former policy council chair and former parent center chair. He himself rode the bus, volunteered in the classroom, participated in and helped plan trainings, and was a board member of the WSOS four-county board. All these things he did while attending college. Now he has his Bachelor of Science degree in Computer Science and is a systems analyst at a major telephone company as well as owning his own consultant business.

Through a caring staff, director and executive director, my family survived the storm that had lasted generations. Though slavery was abolished over a century ago, our hands and feet remained shackled through poverty. We are self-sufficient. We are taxpayers who now support the system and no longer need the system. We spent years living in a government subsidized housing complex. We own our own home. We no longer sign the WIC vouchers. We sign a check. We no longer need a hand, we give out our hands and hearts. We no longer wait at the mailbox for a check at the first for the month. We collect a paycheck eight times what we got from welfare.

Our children are honor roll students who are very active in school activities as well as community and church activities. My son is working toward his Eagle Scout, wants to be a doctor and is not hanging out in the streets. My oldest daughter has set a goal of being a lawyer, and the first Afro-American female Supreme Court Justice. My youngest child would like to be a teacher or a doctor. She took the Iowa Skills Test in the third grade, she tested in the 99th percentile range for vocabulary. She says she hasn't faded out, because she is not a fad.

These children are drug free. They know what they want. They know how to obtain it. But even more important, they are working their way toward their goals. I know they can and will succeed. "No greater success can compensate for failure in the home". Head Start helped my family to pass the test and trials life sometimes brings.

I tell you these personal things for a reason. I have another home other than the four walls I live in. That home is this great country, The United States of America. There is failure in the homes of America today. The failure is worse than it was yesterday and tomorrow will be worse than today if we do not expand our intervention efforts. I know that we have a program that can help to eradicate that failure. That program is Head Start. If we are truly to change the lives of millions of disadvantaged, low income children around this great Nation, we must fully fund Head Start. We must give grantees the flexibility and moneys they need to truly serve their communities. One size does not fit all.

Programs must be allowed to enhance services such as parent involvement, based on their community's needs and the families' needs. We already know Head Start has a long history with infants and toddlers through parent and child centers and the migrant programs. We need to expand in the area of zero to three. Since you

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Today's families are faced with major problems. Crime and violence is rampant. Children can't lay down to sleep at night without hearing gunshots. Drugs and alcohol abuse is almost a way of life for many. Many who are unemployed turn to drugs, not to use but to sell them for income. It is no wonder that some Head Start children go to school just to be able to eat a decent meal and get a little sleep. Some Head Start parents volunteer all their time at the center, just to get away from the home.

Many Head Start parents are in search of the light at the end of the tunnel, or just to be able to find the light switch. They live in total darkness. They come to the program and find a glimmer of hope. The seed of self-sufficiency is planted, nourished and it grows. A partnership is formed. A partnership of trust and a renewed vision for the future of the parent and child. Through the 70.2, parents have a guideline for involvement.

The 70.2 document needs to be revised, especially the term limit for policy council members. As it is today, a parent can only serve on policy council for three years. I believe that as long as a parent has a child in the program, they should have the opportunity to serve on policy council. They should have the opportunity to share in the decisionmaking process of what happens with the program their child attends.

I would like to end by thanking Heavenly Father for Head Start, because I know it is he who continues to soften the hearts of those who would not listen to the cries and pleas of millions of children and families of this great Nation. If the home is the place to save society, and Head Start has the heart and hand to reach out and enter into it, then we need to support the National Head Start Association's position on enhanced parent involvement. We need to listen to the experts that have made the program what it is. The experts in the Head Start community, and not the intellectuals who would now, nearly 30 years later, say what they think should happen. Head Start is not broken please do not let others who know little about Head Start come in with their opinions and unproven theories and destroy it. I thank you for your time.

Ms. VERZARO-O'BRIEN. Good morning, Congressman Martinez and Congressman Baesler. I am Dr. Marce Verzaro-O'Brien from Marathon in the Florida Keys. I am the former Head Start Administrator in Buffalo, Erie County, New York and a former NHSA Board member.

Currently I serve as the consultant for NHSA's new Quality Initiative and I am the Curriculum Director for the Early Childhood Professional Development Network, that is a Head Start demonstration project to test the usefulness of satellite distance learning as a training tool for teachers, teacher aides and parents in remote programs. We are providing live, interactive training for over 1,200 teachers, teacher aides and parents in 36 States including Alaska, Puerto Rico, the U.S. Virgin Islands, and beginning this summer, the eight outer Pacific grantees. Gentlemen, you will be particularly interested to know that included in our service system are the Head Start programs in Red Fox, Kentucky, in Santa Clara, California and San Diego, California.

I am here today to share with both of you the recently adopted NHSA position paper on the training and technical assistance system for Head Start in the 21st century. That paper is attached to my testimony. When one lists the key features of the Head Start program that can be said to account for its astounding success, surely its careful attention to training and technical assistance will rank with comprehensive services and parent involvement as determinants of our worth. For it is only through the provision of a range of appropriate, accessible and affordable training opportunities that many Head Start staff have been able to move forward,

not only to provide services of high quality to children and families, but to move up the career ladder and on to other employment opportunities as well.

We have learned valuable lessons after 29 years in the Head Start business. We have learned that staff need a range of training opportunities and that all experiences need to be linked to career advancement, including entry into local higher education systems. We know that grantees need both resources and flexibility to design and implement a comprehensive training system, but they also need technical assistance service to maximize those resources. And we agree that some of our colleagues need an intensive infusion of technical assistance to improve their services. We also believe that new and special training efforts constantly need to be tested and refined.

Unfortunately, Congressman, NHSA believes that the current system does not meet these criteria and that consequently one of the unique causative factors for Head Start's success is threatened. While the position paper pinpoints the deficiencies of the current system, suffice it to say that it is now comprised of a series of special initiatives which may provide wonderful experiences for certain small groups, but does not have a base of T&TA services for the vast majority of Head Start programs.

NHSA strongly recommends that ACF immediately convene a fast track task force comprised of equal numbers of ACF national and regional staff and members of the Head Start community. NHSA asks that this task force study the training and technical assistance needs for the 21st century Head Start community and deliver recommendations in the near future. During that study, we ask that ACF not enter into any long-term agreements with any training contractors. We also propose that the T&TA system include as its base regional training and technical assistance offices with State outstations that provide comprehensive T&TA services including services for disabilities to all grantees.

Further, we propose that special consideration be given to the T&TA needs of Regions XI and XII, the Native American and migrant communities, where their national scope and special needs of their populations may require both a unique T&TA arrangement and a higher level of funding. We request the same intensive interests be shown to Head Start programs in Puerto Rico and the U.S. Virgin Islands and especially to the eight outer Pacific grantees where the long-term lack of T&TA services may be particularly critical.

Last, but in many ways first, we believe strongly that all training opportunities offered by our programs also be available to Head Start parents.

[Applause.]

Ms. VERZARO-O'BRIEN. This is entirely consistent with our emphasis on multiple opportunities for parents and on providing entry into the job market and to economic self-sufficiency by using employment in our own Head Start programs as a vehicle.

Please be aware that we support the continuation of training dollars directly to Head Start grantees, but we insist that this funding be accompanied by data collection demonstrating the many creative ways that grantees use these dollars. We also recommend that the

use of satellite interactive technology as a training medium be expanded to include all components and all staff and parents.

In closing, Mr. Chairman and Congressman Baesler, we commend to you but three of the thousands of so-called Head Start success stories. I would share with you the testimony of Leonard Parijito, a young man who teaches at the Santo Domingo Pueblo Head Start near Albuquerque, who would tell you about how Head Start training and participation in the CDA training program has provided him not only with economic self-sufficiency but with an opportunity to be a better parent for his own son. We would tell you about Mrs. Jerolean Artis, a former Head Start parent from Buffalo, New York, who has taken advantage of all training and growth opportunities, not only to improve her many years of work as a parent involvement coordinator, but who has made sure that hundreds of parents have had access to these same opportunities. Jerolean now serves as President of the New York State Association and a member of this Board. And finally, I would share with you the story of Mrs. Ophelia Brown, another Head Start parent who, with the support of many Head Start training opportunities over the years, has risen from a volunteer to a teacher assistant, to a teacher, to an Education Coordinator to Head Start director of a large, multicultural and challenging program near my home, in Miami/Dade County.

We are here today to ask for your support of our call for a reexamination of the Head Start training and technical assistance system on behalf of the Leonards, the Jeroleans and the Ophelias of the next century. Only a comprehensive, multilayered and flexible system will guarantee that one of Head Start's greatest strengths can be maintained, and that is the opportunity for people of diverse backgrounds to build upon their strengths to move forward and to contribute their unique talents to improve not only their lives, but the lives of America's low-income children and families.

Thank you.

Chairman MARTINEZ. Thank you.

[Applause.]

Chairman MARTINEZ. Ms. Rohrbough.

[The prepared statement of Ms. Verzaro-O'Brien follows:

STATEMENT OF DR. MARCE VERZARO-O'BRIEN, MARATHON, FLORIDA

Good morning, Congressman Martinez and Congressman Baesler.

I am Dr. Marce Verzaro-O'Brien from Marathon in the Florida Keys. I am the former Head Start Administrator in Erie County/Buffalo, NY, and a former NHSA Board member. Currently, I serve as the consultant for NHSA's new Quality Initiative and am the Curriculum Director for the Early Childhood Professional Development Network—a Head Start Demonstration project to test the usefulness of distance learning as a training tool for teachers, teacher aides and parents in remote programs. We are providing live, interactive training for over 1,200 Head Start people in 36 States including Alaska, Puerto Rico, and the U.S. Virgin Islands, and beginning this summer, the eight Outer Pacific grantees. Included in our service system are the Head Start programs in Red Fox, Kentucky, and in Santa Clara, California.

I am here today to share with both of you the recently-adopted NHSA Position Paper on the Training and Technical Assistance System for Head Start in the 21st century. When one lists the key features of the Head Start program that can be said to account for its astounding success, surely its careful attention to training and technical assistance will rank with comprehensive services and parent involvement as determinants of our worth. For it's only through the provision of a range of appropriate, accessible and affordable training opportunities that many Head Start

staff have been able to move forward, not only to provide services of high quality to children and families, but to move UP the Head Start career ladder.

We have learned valuable lessons after 29 years in the Head Start business. We have learned that staff need a range of training opportunities, and that all experiences need to be linked to career advancement, including entry into local higher education systems. We know that grantees need resources and flexibility to design and implement a comprehensive training system, but that they also need technical assistance services to maximize those resources. And we agree that some of our colleagues may need an intensive infusion of technical assistance, and we also believe that new and special training efforts constantly need to be tested and refined.

Unfortunately, congressman, NHSA believes that the current system does not meet these criteria, and that consequently one of the unique causative factors for Head Start's success is threatened. While the position paper pinpoints the deficiencies of the current system, suffice it to say that it is now comprised of a series of special initiatives which may provide wonderful experiences for certain small groups without a base of T&TA services for the vast majority of programs.

NHSA strongly recommends that ACF immediately convene a fast-track Task Force comprised of equal numbers of ACF national and regional staff and members of the Head Start community. We ask that this Task Force study the training and technical assistance needs for the 21st century Head Start community and deliver recommendations in the near future. During that study, we ask that ACF enter into NO long-term agreements for any training initiatives. We also propose that the T&TA system include as its base regional training and technical assistance offices, with State outstations, that provide comprehensive training and technical assistance services, including services for the disabilities component, to all grantees.

Further, we propose that special consideration be given to the training and technical assistance needs of Regions XI and XII—the Native American and migrant communities—where their national scope and special needs of their populations may require both unique T&TA arrangements and a higher level of funding. We request the same intensive interest be shown to Head Start programs in Puerto Rico and the U.S. Virgin Islands, and especially, to the Hawaii and the eight Outer Pacific grantees, where the long-term lack of T&TA services may be particularly critical.

Last, but in many ways first, we believe strongly that all training opportunities offered by our programs also be available to Head Start parents. This is entirely consistent with our emphasis on multiple opportunities for parents, and for providing entry into the job market and to economic self-sufficiency by using employment in our own Head Start programs as a vehicle.

Please be aware that we support the continuation of training dollars directly to Head Start grantees, but we insist that this funding be accompanied by data collection demonstrating the many creative ways that grantees use these dollars. We also recommend that the use of satellite interactive technology as a training medium be expanded to include all components and all staff and parents.

In closing, Mr. Chairman and Congressman Baesler, we commend to you three of the thousands of so-called Head Start success stories. I would share with you Leonard Parijito, a young man who teaches at the Santo Domingo Pueblo Head Start program near Albuquerque, NM, who would tell you about how Head Start training and participation in the Child Development Associate training program has provided him not only with economic self-sufficiency but an opportunity to be a better parent for his own son. We would tell you about Mrs. Jerolean Artis, a former Head Start parent from Buffalo, NY, who has taken advantage of all training and growth opportunities to not only improve her work as the Parent Involvement Coordinator in her Head Start program, but who has made sure that hundreds of parents have had access to these same opportunities; Jerolean now serves as President of her State Association and is a member of the NHSA Board. And finally, I would share with you the story of Mrs. Ophelia Brown, another Head Start parent who, with the support of many Head Start training opportunities over the years, has risen from a volunteer to a teacher assistant, to teacher, to Education Coordinator to Head Start director of a large, multicultural and challenging program in Miami/Dade County.

We are here today to ask for your support of our call for a reexamination of the Head Start Training and Technical Assistance system on behalf of the Leonard Parijitos, the Jerolean Artises and the Ophelia Browns of the next century. Only a comprehensive, multilayered and flexible system will guarantee that one of Head Start's greatest strengths can be maintained; the opportunity for people of diverse backgrounds to build upon their strengths, to move forward and contribute their unique talents to improve not only their lives, but the lives of America's low-income young children and their families.

April, 1994

NHSA POSITION PAPER

THE DESIGN OF A HEAD START TRAINING AND
TECHNICAL ASSISTANCE SYSTEM
FOR THE 21ST CENTURY

As the members of the Head Start immediate and extended family examine the recently-released HHS report on Head Start for the 21st Century, a critical issue certainly will be the improving and enriching of quality services for America's low-income young children and their families. The National Head Start Association will be a key player in these deliberations. Consequently, it is important the NHSA Board members and the Head Start family begin their own discussions about topics which will be raised as the report is reviewed.

Throughout the approaching dialogue, it should become clear that establishing and maintaining quality services will be a function of several variables. Offering a competitive compensation package and challenging work environment that will attract and retain competent staff is one consideration. Allocating sufficient dollars to ensure that all services can be delivered so as to meet, at a minimum, Head Start Performance Standards is another necessary condition which will need to be present for quality services. However, an equally important variable will be the presence of a comprehensive, multi-layered training system which would meet the following criteria:

- Every grantee has available diverse opportunities for veteran and new staff to participate in experiences that both solidify previously-gained knowledge and skills, and introduce new strategies for job performance. These opportunities include career development opportunities beyond CDA training.
- Staff training opportunities, irrespective of sponsorship, are linked with career advancement, and where logical, are also linked with increased compensation. These opportunities include entree into local higher education systems.
- Local grantee flexibility is available to design, implement, and evaluate a comprehensive training plan, and is supported by the financial resources required to purchase the human capability to implement the plan.

- Consistent opportunities are offered for national consideration of problems and issues that are impacting on Head Start staff and families, utilizing input from those staff and families to design training and technical assistance responses.
- Comprehensive, long-term technical assistance services is provided to grantees who are unable to meet the Head Start Performance Standards.
- Opportunities are available to test new training delivery systems or initiatives that may be directed toward specific audiences.
- Linkages are in place with current and former Head Start parents and other volunteers throughout all training and technical assistance activities.
- Relevant data are collected from each grantee on the use of direct training dollars and on the career development patterns and progress of all staff. These data are a key component in the on-going monitoring and evaluation of the Head Start training system.

THE CURRENT HEAD START TRAINING AND TECHNICAL ASSISTANCE SYSTEM

Before analyzing how well the recently revamped training and technical assistance system meets the above criteria, it is necessary to know the components of that system and the role of each.

- The DIRECT FUNDING OF TRAINING to Grantees through the Program Account 20 line budget was instituted almost ten years ago to provide grantees with flexibility to meet their own unique training needs. The funding level for each grantee is determined by a formula that provide a base amount plus per/child dollars, so that larger grantees receive more PA 20 dollars. It should also be noted that training expenditures are an allowable cost under the basic operating program accounts as well (e.g., PA22)
- The TECHNICAL ASSISTANCE SUPPORT CENTERS (TASC) are one of the most recent additions to the Head Start training network. Their goal, as stated in a recent Head Start BULLETIN, is to provide intensive, on-site technical assistance and services to grantees who have special needs, initiatives or problems. Additional, but supplementary, tasks include the provision of an annual orientation conference for new personnel, and assisting Regional Offices in planning and implementing two annual conferences.
- The RESOURCE ACCESS PROJECTS (RAP) serve as the primary vehicle for providing grantees with training and technical assistance in the full inclusion of children with disabilities into Head Start programs. Other supplementary tasks include facilitation of interagency contacts with state LEA's
- The NATIONAL HEAD START TRAINING CONTRACTS are another new addition to the network, and have as their mandate the development and dissemination of skill-based training

guides which will assist in the implementation of all the component areas of the Performance Standards. The guides are to be presented in a variety of delivery modes. In addition, these contractors will analyze current training materials for their useability by the Head Start community.

- The **EARLY CHILDHOOD PROFESSIONAL DEVELOPMENT NETWORK (ECPDN)** is a national demonstration project designed to test the feasibility of distance learning for remote Head Start teaching teams. Using live, interactive satellite transmission and other technologies, the current curriculum consists of 40 two-hour seminars in early childhood education, coupled with weekly one-hour audio-bridge discussion groups with an experienced early educator as a facilitator.
- The **HEAD START/JOHNSON & JOHNSON MANAGEMENT FELLOWS PROGRAM** offers selected directors two week of intensive management training at the UCLA Anderson Graduate School of Management. Emphasis is on the linking of modern management theories and principles with daily Head Start practice.
- The **HEAD START TEACHING CENTERS** are a demonstration project to test out the effects of an "exemplary" Head Start grantee serving as an on-site training center for staff from other grantees. Skills development and "learning by doing" are emphasized.
- The **CHILD DEVELOPMENT ASSOCIATE CREDENTIALING PROGRAM (CDA)** is administered by the Council for Early Childhood Professional Recognition, who provides information, assessment and credentialing for Head Start teaching staff. The Head Start Reauthorization Act of 1990 requires that, by September of 1994, each Head Start classroom have a teacher who has a CDA Credential or other early childhood certificate or degree.

ANALYSIS OF THE CURRENT TRAINING AND TECHNICAL ASSISTANCE SYSTEM

The current system appears to be multifaceted and filled with numerous options that should upgrade the service delivery of Head Start staff. However, it is important to compare the potential of that system with the criteria described above, to see if this system is the one which will best equip Head Start programs for the challenges of the 21st Century.

First, by providing direct training dollars to programs, the current system does allow for local flexibility in training delivery. However, while ACF may have conducted internal studies on the use of these direct training dollars, the results have not been shared with the Head Start community. Therefore, there are no data to defend the claim that those dollars have been allocated on the basis of a Training Needs Assessment, and are used to implement a long-range training plan that provides multiple options for staff with diverse needs and backgrounds.

Further, the lack of evaluation does not permit statements about whether there have been systematic opportunities for educational improvement, nor is it known whether these dollars have been used to leverage other local, state, regional or national training resources. Therefore, what

should be a major strength of the current system - the provision of direct training dollars - cannot be said to be a strength because there are no data to support that claim.

Second, the current system does provide for some new initiatives to be implemented and for new delivery systems to be tested. A case could be made that the Head Start Training Contracts, the Head Start Teaching Centers, the Johnson & Johnson Management Fellows Program and the ECPDN all fit into this category. The first two initiatives are too new for evaluation, although there is a local evaluation component built into the Teacher Centers. However, since there is no overriding national evaluation of them, it may not be possible to make statements about the value of the Teaching Center concept as an extended part of a 21st Century Head Start Training System.

However, the last two initiatives do have data that should provide information on their impact as training strategies. The Johnson & Johnson program requires its participants to design an individual Management Improvement Plan, and that progress of implementing that plan has been tracked. ECPDN has a major evaluation component, where an independent firm has been contracted to conduct a large evaluation of the project's impact. Initial results of the first year and part of the second year are providing significant data on the impact of specific training components on the changing of teaching behavior. The researchers also have collected a very complex picture of the diverse backgrounds and learning styles of teachers, teacher assistants and aides, and parents from Head Start programs all over the country - the first national data base in a component.

Just as the current system may have incipient strength in the testing of new initiatives and training strategies, it may also provide for the strengthening of grantees who are experiencing difficulty in meeting even Performance Standards. The new TASC's appear to be specifically designed for this purpose. The success of this new training arm is critical if the overall quality of Head Start is to be improved, since their efforts are to be directed towards those programs with the greatest need for technical assistance. However, a fair question may center around whether the constraints placed on the new TASC's will enable them to use the best and brightest of our Head Start talent pool in ways that will maximize that talent to the complete benefit of the at-risk and other grantees. Therefore, it is too early to determine if this new player in the Head Start training game will be an effective entrant.

There are three criteria that the current system may not meet or meet only minimally. Nowhere does there appear to be an emphasis on including parents and other community volunteers as an on-going part of the training. Since parent involvement is one of the characteristics that has made Head Start a unique success, not stressing their inclusion in all relevant training opportunities seem contradictory.

In addition, the current system does not provide a framework for national consideration of, and training in, issues and challenges that face the entire Head Start community. A case could be made that the new National Training Contracts will produce information that could meet this criterion. However, that material will take a long time to produce, and may not provide for the interaction across staff that has been invaluable in the past. Further, there is no guarantee that the

topics of the learning packages will be those topics and issues which are most pressing to the Head Start community. Certainly the two Regional conferences that will occur with the assistance of the new TASC's could provide some of the cross-fertilization that assists Head Start staff to expand their horizons. However, it may be that a dimension has been lost by not including the continuation of the National Institutes or an alternate experience.

The most obvious deficiency of the new system is its failure to meet the first criterion of a training system - the provision of opportunities for all staff to expand their knowledge and skills. While it may be that the designers of the current system thought that direct funding to program would guarantee the meeting of this criterion, there are no data to substantiate that effect. Since the availability of well-trained and responsive staff is a basic prerequisite to Head Start's success, it is critical that our training system ensure that this occurs.

AN ALTERNATE PROPOSAL

In addition to not meeting all the criteria for a healthy training system, the current system appears to be fragmented. Disabilities has its own piece of the system through the RAPS, while education has the CDA credential. It should be noted, however, that the needs of all education personnel are not met just by that credential. The other components don't have comparable programs to assist staff in their professional growth. The TASC can only deal problem and at-risk grantees on an on-going basis. While there are numerous components of the system, three of the seven (i.e., J & J, ECPDN and Teaching Centers) are only available to a few of the total number of Head Start staff. While materials development may provide valuable resources, that development is occurring at places other than where training is being done.

Clearly what is missing is an overriding entity that provides a range of services to grantees in an area defined by geography or constituency, so that the training and technical assistance received by grantees can be characterized by an overall coordination of resources. Over a decade ago, such a system did exist, when Head Start State Training Offices functioned throughout the country. When ACF decided to invest direct dollars in training, those offices were dissolved, one might suspect, partly to recapture dollars to fuel that direct funding to grantees. While Regional Training Offices (known by a variety of names over the last ten years) were created, they were not designed to serve the same comprehensive functions.

Perhaps it is time to move "back to the future," and consider a system with the following components:

- 1) With the exceptions noted below, each region should have a training and technical assistance office, with outstations in each state within the Region. Each Regional office should be comprised of a Director and staff who have the competence to accomplish the following tasks:
 - Assist grantees in developing a long-term, comprehensive plan to enhance staff knowledge and skills in a fashion that encourages career development, leads to credentials/credits where applicable, leverages other training resources with direct training dollars, and is

evaluated annually. Parents and other community volunteers would be a part developing and implementing that training plan.

- Provide extensive and on-going assistance to at-risk and other problem grantees, in collaboration with the Regional Office.
- Provide a range of cluster and state-wide training in all components, using a needs assessment and a variety of delivery modes
- Work closely with Head Start State and Regional Associations to co-sponsor training events, so as to maximize training resources and time.
- Provide annual new director and staff orientation, augmented by on-site visits to grantees, especially when a new director is hired.
- Work collaboratively with the Regional offices to plan and implement Region-wide training and other initiatives.

The exceptions from the above would be as follows:

- Alaska would have its own outstationed office
- Puerto Rico and the U.S. Virgin Islands would share an outstationed office.
- Hawaii and American Samoa would share an outstationed office.
- The seven Micronesian grantees (i.e., The Republic of the Marshall Islands, Pohnpei, Chuuk, Guam, Yap, the Republic of Palau and the Commonwealth of the Northern Marianas) would share an outstationed office.

In addition, the Native American (Region XI) and the Migrant (Region XII) programs each would be served by a training contractor. However, the funding level of each of the contractors would be set to allow for the country-wide location of the grantees served, and the travel that these location necessitates. It also would permit each of the two contractors to set up three outstations, to be located in areas of the country that would provide access to the most number of staff in the Native American and Migrant Programs

This proposal implies that the current TASC's and the RAP's would be replaced by these office.

- 2) Direct training dollars would be continued, but grantees would be required to submit an annual report that links goals with expenditures and outcomes. The report also would provide data on the career development opportunities and accomplishments of all staff.
- 3) The use of satellite, interactive technology would be expanded to all components, with special emphasis on rural and remote Head Start grantees. This capability also would be used for short-term training and technical assistance sessions on specific and timely topics

- 4] The role of the teaching centers and the national training contracts would be determined through careful evaluation of the degree to which their goals are congruent with the goals of the new training system, with such evaluation to begin immediately. No assumption would be made that they are to continue.
- 5] The role of the Head Start Collaboration Grants vis-a-vis the new state outstations would be carefully evaluated, to ensure that duplication of effort does not occur, should both types of systems remain in place. Until that evaluation is complete, no further State Collaboration grants would be awarded.
- 6] The redesigning and implementing of a 21st Century training and technical assistance system will be the responsibility of a Task Force consisting of an equal number of ACF Washington staff, ACF Regional Office staff, and Head Start family members. Task Force members would be appointed by the Commissioner of ACF, after consultation with NHSA and other relevant interest groups. This Task Force shall be in effect for five years, with the new system designed during the first year and a half, implemented in the following year, and evaluated and reconfigured during the last years of the Task Force's tenure.

Ms. ROHRBOUGH. Thank you, Congressmen Martinez and Baesler for the opportunity to speak this morning about Head Start, and specifically about the Head Start Collaboration Project.

My name is Susan Rohrbough and I have been with Head Start since 1985, serving as Head Start Director. Now I am Project Director for the Head Start-State of Ohio Collaboration Project since April of last year. I was an active member of the Ohio Head Start Association serving on the Executive Committee during the writing of the collaboration grant proposal. The Ohio Head Start Association Executive Committee wrote the initial grant and requested the support and approval of the Governor's Office that when funded the collaboration project would be located in the Governor's Office. The Governor's Office and the Ohio Head Start Association have been partners in the implementation of the collaboration project since Ohio was funded in 1990 as a WAVE I grantee along with 11 other States.

The initial goals of Ohio's project have been and continue to be to develop a statewide structure which would support the rapid growth of Head Start in Ohio while addressing the quality of Head Start and other preschool programs for all young children; to enhance the delivery of services which benefit Head Start and other low income children and families; to emphasize welfare reform issues and linkages; and to emphasize school readiness which includes transition of children to public school and service for children with disabilities. In Ohio, the funding is shared between the Governor's Office and the Ohio Head Start Association at a \$65,000/\$35,000 split. This works.

At this point in time, we are addressing all of these goals simultaneously. Governor Voinovich has given the collaboration project a high level of commitment and visibility which has enhanced the credibility of Head Start in Ohio. There is only one layer between the Governor and me where as in some States, such as California, there are 41 layers between the project and the Governor. I report directly to the Director of Cabinet Affairs and provide weekly communications to both her and the Governor.

Since April, 1993, I have been charged by Governor Voinovich to move forward coordination and collaboration efforts among early childhood providers and programs at the State and local level for early childhood services, inclusive of prenatal/birth through eight years. I currently chair the Ohio Family and Children First Initiative Early Childhood Coordination Committee of which all State agencies providing programs to young children and their families are involved. Some project activities have been and are: my convening State agencies and organizations in forming new and broad-based coalitions; strengthening these partnerships and relationships; participating in policy development and implementation such as the State's new unified service provider plan which coordinates services and efforts between Head Start and other providers; for example, schools and child care; and facilitating linkages between JOBS and Head Start for child care, case management, education and training opportunities.

An example of another area that a State liaison could be an asset to the Head Start network is illustrated in the great concern of Head Start about USDA eligibility for Head Start children. An in-

ordinate amount of time is spent on paperwork by staff. We have requested in the 1994 reauthorization that Head Start children are automatically eligible for the USDA child care feeding program.

[Applause.]

Ms. ROHRBOUGH. A State liaison could facilitate this effort at the State level.

Due to the success of the Ohio collaboration project and the Governor's positive experience with the project, he recently sponsored an Early Childhood Head Start position with the Nations' governors. It was adopted at their February, 1994 meeting. As I helped to write it, I have provided you with a copy of their position which can be of great support in the implementation of the State collaboration project in all 50 States.

There are three recommendations I would like to provide in establishing collaboration projects in all 50 States.

The first, that the National Head Start Association advocate for a working group to be formed in each State with 50 percent Head Start representation and 50 percent State representation. This group would be responsible for submitting a plan that would be addressed and worked on together. Participating and planning together creates buy-in for the project.

Two, the project be implemented with a clear understanding of Head Start regulations, goals and philosophies; and

Third, the project be located in a highly placed position to have direct access to the Governor and other key policy and decisionmakers.

These recommendations can be accomplished by the project director through:

Having a clear vision and purpose;

Actively involving the Head Start representatives to participate in policy discussions and development at all levels;

Involving all key stakeholders throughout the State which work with young children and families; and

Establishing an advisory and evaluation committee which works with the project director in the design, implementation and ongoing administration of project goals.

I would like to emphasize that this has worked for Ohio, but the reauthorization must include flexibility for each State to include an approach that works for them.

In closing, I am proud to represent the Head Start community in Ohio. My relationship with the Ohio Head Start Association, the Governor's Office, State departments and organizations, Head Start staff and most of all parents, is crucial in why Ohio is where we are today. We are working together to make collaboration a reality in Ohio, to improve the lives of our young children and families. Support in all States is requested and seen as beneficial and critical to the effectiveness and the long-term growth of the Head Start community.

Thank you for your time.

[Applause.]

Chairman MARTINEZ. Thank you.

Mr. Houlares.

[The prepared statement of Ms. Rohrbough follows:]

STATEMENT OF SUSAN ROHRBOUGH, HEAD START COLLABORATION PROJECT,
GOVERNOR'S OFFICE OF THE STATE OF OHIO

Thank you, Congressmen Martinez and Baesler for the opportunity to speak this morning about Head Start, and specifically about the Head Start Collaboration Project.

My name is Susan Rohrbough, and I have been with Head Start since 1985, serving first as a Head Start Director. Now I am Project Director for the Head Start-State of Ohio Collaboration Project since April of last year. I was an active member of the Ohio Head Start Association serving on the Executive Committee during the writing of the Collaboration Grant proposal. The Ohio Head Start Association Executive Committee wrote the initial grant and requested the support and approval of the Governor's Office that if funded the Collaboration Project would be located in the Governor's Office. The Governor's Office as OHSOI are partners in the implementation of the Collaboration Project since Ohio was funded in 1990 as a WAVE I grantee along with 11 other States.

The initial goals of Ohio's project have been and continue to be: (1) to develop a statewide structure which would support the rapid growth of Head Start in Ohio while addressing the quality of Head Start and other preschool programs for all young children; (2) to enhance the delivery of services which benefit Head Start and other low-income children and families; (3) to emphasize Welfare Reform issues and linkages; and (4) to emphasize school readiness which includes transition of children to public school and service for children with disabilities.

At this point in time, we are addressing all of these goals simultaneously. Governor Voinovich has given the Collaboration Project a high level of commitment and visibility which has enhanced the credibility of Head Start in Ohio. There is only one layer between the Governor and me whereas in some States, such as California, there are 41 layers between the project and the Governor. I report directly to the Director of Cabinet Affairs and provide weekly communications to both her and the Governor.

Since April, 1994, I have been charged by Governor Voinovich to move forward coordination and collaboration efforts among early childhood providers and programs at the State and local level for early childhood services, inclusive of prenatal/birth through eight years. I currently chair the Ohio Family and Children First Early Childhood Coordination Committee of which all State agencies providing programs to young children and their families are involved. Some activities have included: my convening State agencies and organizations in forming new and broad-based coalitions; strengthening these relationships; participating in policy development and implementation such as the State's new Unified Service Provider Plan which coordinates services and efforts between Head Start and other providers—schools and child care; and facilitating linkages between JOBS and Head Start for child care, case management, education and training opportunities.

Due to the success of the Collaboration Project and the Governor's positive experience with the project, he sponsored an Early Childhood Head Start position with the Nations' governors. It was adopted at their February, 1994 meeting, and I helped to write it. I have provided you with a copy of this position.

There are three recommendations I would like to provide about having Collaboration Projects in all 50 States:

- (1) The State Association must be involved in the selection of the Project Director and the ongoing priorities of the project;
- (2) The project be implemented with a clear understanding of Head Start regulations, goals and philosophies; and
- (3) The project be located in a highly placed position in State government to have direct access to the Governor and other key policymakers.

These recommendations can be accomplished by the Project Director through:

- Having a clear vision and purpose;
- Actively involving the Head Start representatives to participate in policy discussions and development at all levels;
- Involving all key stakeholders throughout the State which work with young children and families; and
- Establishing an Advisory and Evaluation Committee which works with the Project Director in the design, implementation and ongoing administration of project goals.

In closing, I am proud to represent the Head Start community in Ohio. My relationship with the Ohio Head Start Association, the Governor's Office, State departments and organizations, Head Start staff, and parents is crucial in why Ohio is where we are today. We are working together to make collaboration a reality in Ohio, to improve the lives of our young children and families in Ohio. Thank you.

Mr. HOULARES. Mr. Chairman Martinez and Congressman Baesler, my name is Jim Houlares and I am a Head Start Director in Lowell, Massachusetts, presently serving 409 children, waiting to expand based upon the issue of acquisition of a central facility. I thank you for the opportunity of speaking with you this morning and sharing my thoughts regarding this major issue which affects many programs across the country.

Facilities play a crucial role in Head Start programs' capacity to provide comprehensive services to families and children. Perhaps second to, and in part with, parent involvement, the quality of a program's facilities is a key indicator of a program's success. Without adequate facilities, a program will have great difficulty in providing comprehensive, quality services. In turn, a facility provides for a direct presence within the community it serves, much like the neighborhood schools of old.

What makes for quality facilities?

Adequate space for children's activities, both indoors and out meeting ADA regulations and local licensing requirements;

space for parents to meet in small groups or one-on-one with other parents or with staff;

storage for teaching materials;

food service equipment and storage;

space for training;

space for staff meetings;

space for health care and screening;

space for child care during parent meetings;

parking for staff, parents, visitors and program vehicles.

How do we develop, acquire and maintain adequate facilities?

Patience, research, knowing the needs of the current program, and having a vision for the future are all crucial elements. However, there is no substitute for adequate funding for soft and preliminary expenses and guidance from professionals in the real estate/development and architectural/engineering fields. A business plan needs to be developed; the program's ongoing budget must support the costs of owning or lease/purchase the construction and maintaining the facility. A program must, therefore, have strong management in order to meet the challenge and responsibility of safeguarding the integrity of the program—this is a tremendous risk.

What can the Head Start Bureau do to help?

Consideration should be given to discretionary funding of:

soft and preliminary costs for high quality grantees which are deemed ready to acquire;

regional centers to assist programs as they begin this process.

Each regional center would serve as a resource to other programs seeking support and expertise. These centers would, by design, be located at Head Start programs which have both a track record of strong management and have successfully acquired facilities which demonstrate a commitment to excellence.

In a recent survey done by the National Head Start Association of 1,862 agencies, 523 programs responded, or a 28 percent response. The issues regarding facilities were as follows:

Total having difficulty acquiring facilities—414 or 79 percent;

Lack of facilities to rent—386 or 74 percent.

Lack of money to purchase facilities—342 or 65 percent of the programs;

Lack of facilities, regardless of funding—305 or 58 percent;

Total expecting continued problems—431 programs or 82 percent of the respondents.

Also, of 109 programs that said they did not have difficulties at this time, 56 of them, or 51 percent, said they are expecting to have problems regarding facilities in the very near future.

Thank you.

[Applause.]

Chairman MARTINEZ. Thank you.

[The prepared statement of Mr. Houlares follows:]

STATEMENT OF JAMES A. HOULARES, HEAD START DIRECTOR, LOWELL,
MASSACHUSETTS

Facilities play a crucial role in a Head Start program's capacity to provide comprehensive services to families and children. Perhaps second to, or on a par with, parent involvement, the quality of the program's facilities, is a key indicator of a program's success. Without adequate facilities, a program will have great difficulty in providing comprehensive, quality services.

What makes for quality facilities:

- adequate space for children's activities, both indoor and out;
- space for parents to meet in small groups or one-on-one with other parents or with staff;
- storage for teaching materials;
- food service equipment and storage;
- space for training;
- space for staff meetings;
- space for health care and screenings;
- space for child care for meetings;
- parking for staff, parents, visitors and program vehicles.

How do we develop, acquire and maintain adequate facilities?

Patience, research, knowing the needs of the current program, and having a vision for the future are all crucial elements. However, there is no substitute for adequate funding for soft and preliminary expenses and guidance from professionals in the real estate/development and architectural/engineering fields. A business plan needs to be developed; the program's ongoing budget must support the costs of owning (or lease/purchase) and maintaining the facility. A program must, therefore, have strong management in order to meet the challenge and responsibility of safeguarding the integrity of the program; this is a tremendous risk.

What can the Head Start Bureau do to help?

Consideration should be given to discretionary funding of:

- soft and preliminary costs for high quality grantees which are deemed "ready to acquire";
- regional centers to assist programs as they begin this process.

Each regional center would serve as a resource to other programs seeking support and expertise. These centers would, by design, be located at Head Start Programs which have both a track record of strong management and have successfully acquired facilities which demonstrate a commitment to excellence.

**National Head Start Association
 "The Effects of Expansion on Head Start Facilities:
 Initial Report of Findings" 3/28/94**

Prior to the 1992 amendments to the Head Start Act, one of the most pressing problems for Grantees and Delegates in complying with the goals of program expansion was the lack of suitable facilities to rent or lease. In an effort to alleviate this problem, Congress had the foresight to amend the act to allow programs to purchase facilities. While this has been extremely helpful in some cases there is mounting evidence that this change alone will not be sufficient for programs to continue expanding in the future.

Past Efforts

In 1990 NHSA conducted a survey of Head Start programs (Collins, 1992) to determine the conditions of facilities and the needs of programs in order to accommodate further expansion. The key recommendations of that study and their status are summarized below:

1. ACYF should take steps to identify the facilities requirements in all Head Start programs, with priority attention to those facilities in most serious need of repair or remodeling.

Nationally, ACF included questions regarding facilities on the 1993 Program Information Report (PIR). Based on that report the total number of centers operated by Head Start agencies was 12,925. The distribution of these facilities was as follows:

Located in:

Public Schools	29.5%
Private Schools	3.8%
Community Centers	8.8%
Churches/Synagogues	15.5%
Government Buildings	11.0%
Public Housing	6.8%
Grantee Owned Facilities	5.9%
Other Buildings	18.7%

However, these questions only dealt with source of facilities and not condition. We are currently attempting to find out from the Bureau whether any other information has been gathered. Our own 1990 survey indicated that one-third of the facilities "should be replaced, require extensive remodeling/repairs, or are otherwise substandard." This was based on a sample of 32% of all programs, so it would be better to have universal information that can only be obtained via the PIR.

2. NHSA and ACYF should collaborate in planning an appropriate long range response to facilities' problems in Head Start. Regional and state Head Start associations should be included in such planning, whenever feasible.

ACYF has met with NHSA staff to receive input on possible plans and also presented information on these plans at a State Presidents Meeting. Additionally, NHSA was co-organizer of the National Roundtable for Facilities in June 1993 at which ACYF participated.

3. Consideration should be given to authorizing Head Start programs to purchase facilities.

With the 1992 Amendments to the Head Start Act, programs were finally authorized to purchase facilities with Head Start funds. The process for applying to do so has been slow and is still being developed. However, some programs have been successful and we expect that this will be extremely helpful in some areas. To date 33 programs have been successful in purchasing facilities with Head Start funding.

4. Plans for Head Start program expansion should include the need for additional suitable facilities.

The Report of the Advisory Committee on Head Start Quality and Expansion (1994), clearly agreed with this recommendation and suggested four action items with regard to this issue:

- Issue regulations on facilities
- Assess the state of Head Start facilities
- Provide technical assistance on facilities
- Explore creative ways to leverage other funds to secure quality facilities

5. ACYF should provide technical assistance to Head Start programs with regard to facilities, taking into account the innovative early childhood facilities planning and operations of the military and other organizations.

The language of the present reauthorization legislation does address this issue adequately and *The Report of the Advisory Committee on Head Start Quality and Expansion* (1994), spells out the details in their recommendations.

Since the *NHSA Facilities Study* (1992) was issued, we have learned a great deal more about the needs of Head Start programs with regard to facilities. Expansion has continued and this has intensified the need for alternatives in some areas. While ACF is currently working out the details of how a program goes about purchasing a facility, there has been no answer to one of the greatest concerns in some areas. What does a program do if there are absolutely no buildings to purchase regardless of the availability of funds?

One of the answers that many programs have found is to purchase a portable or modular facility. But is that what we want Head Start programs of the 21st century to look like? The answer from our board and membership is a resounding **NO**. Clearly, in some situations, portable buildings may indeed be the best answer. With migrant programs where the population may shift every few years, it would be a workable solution to those unique problems. But with many programs, the pockets of poverty have remained stable for a number of years.

Current Study

In order to add to our knowledge of the issue, NHSA conducted an emergency survey of Head Start programs during the months of February and March, 1994. This survey was faxed to the individual state association presidents. Each state president was asked to forward the survey to each program and urge them to complete them and fax them back as soon as possible.

Method:

NHSA staff prepared a simple (one page) survey that was sent to each of the state presidents and the presidents of the Indian and Migrant associations. It was expected that these would reach all of the 1,862 Head Start Agencies of record on the last PIR (Spring 1993).

The survey, in addition to basic program information, asked two basic questions, with dependent sub-questions regarding facilities and expansion. One program chose to provide us with a narrative response that we felt should be shared with the readers so we have included that response following each question.

1. Have you had difficulty acquiring facilities to deal with expansion?

If the answer was yes, the agency was then asked to identify the source of those difficulties:

- a. **Lack of suitable facilities in area to rent**
- b. **Lack of funds to purchase facilities**
- c. **Lack of facilities to purchase even if funds were available**
- d. **Other**

If the answer was no the agency was asked to identify how they solved the problem:

- a. **Renting or leasing suitable space**
- b. **Purchasing a facility**
- c. **Other**

Individual Program Response

When expanding, there are certain factors that enter in and affect the "quality" of a program. Most importantly, time for planning these type of decisions has been limited. Time is usually of essence. The pressures of obtaining more resources to serve more children has been overwhelming for our program. Facilities being a major part of it all.

Our program has experienced every phase of planning new, used, and modular facilities. There is no easy route to pursue. They are all hard, time-consuming, and mind boggling from start to finish. The underlying fact is that Head Start is viewed as a target for having a lot of money, needing a lot of things, and having only so much time to spend. In my experience, and I have only been in this business for five years, the expertise of seeding facilities is lacking in Head Start. At the expense of the children, there are many things at stake. When a program expands by more than 20 children, then there are problems.

The question is what kind of facilities do we need? This is the real question. In the urgent need and thankfulness to address our dilapidated conditions it has put us in awkward decision making situations. To further explain, we were put in a position to purchase building, modulars, and renovate existing facilities in a very short time span. Did we make wise choices? Many times we did not. Are our building going to withstand safety codes? Did we allow for enough square footage for each classroom? What does ADA mandate in facilities? What is ADA? What are the State codes? What are the fire codes? Is it worth it to renovate existing building? Who should make these decisions? Is Head Start monies going to cover these actual costs? What if additional costs enter in?

Once we passed the questionable stage, we pursued our quest to get a new center with all new classrooms for every center. In our community we had no where to go but to seek a used complex and plead with our tribal council that this is the center for Head Start to expand and place future facilities for the program. Fortunately, everyone supported our quest to remove children from unsafe building and centers. The tribal court willingly moved out. There just wasn't existing buildings for the program to move into. The complex turned over to the program by the tribe for the Head Start administration and multi-purpose kitchen/child care centers, would never be affordable by Head Start through expansion. In our new center we renovated, we altered and we purchased modulars. All three routes of obtaining facilities require knowledge and expertise in buildings, contracting and business agreements of which our program do not have access to and if we do it is an additional high cost.

Planning is of utmost importance. Purchasing or renovating buildings requires input from groups, compliance with building and licensing codes and standards, support documentation, bid costs and final approval by appropriate boards, councils and funding agencies. Legal contracts disbursing funds must be reviewed carefully. Head Start seems to be an open market for companies and contractors to solicit due to their agency to address

improvements with funds available. Here are some of the technical aspects of purchasing a building/modular classroom: legal documents (deeds), land certificates, floor plans, licensing requirements, fire codes, building plans, specifications, inspections, site work, landscaping, exterior elevations, decks, ramps, ADA requirements, State building codes, construction documents, utility bookups, owner/contractor agreement, and final approval of all entailed.

2. Assuming continued expansion, do you foresee problems in the future obtaining facilities?

If the answer was yes the agency was asked to tell us the major reasons for this difficulty.

If the answer was no the agency was asked to describe why they projected no problem.

Each survey received was entered into a Filemaker Pro Database and categorized according to various characteristics of the agency in order to determine how representative the sample received was of the total Head Start population (N=1862).

Individual Program Response

We have been at our facilities for four years. We have two more centers to address and will be submitting one-time requests. We still need to address building improvements with the existing facilities we inherited. We have not been able to complete our site work and landscaping, not only do we want safe and comfortable buildings but would like attractive centers for our children and families.

If monies are available, construction would be recommended versus purchasing modular classrooms and building. From our experience, we purchased a 5-classroom building from a reputable company, but there have been problems from the very beginning and still are. The building is not conducive to our environment even though codes were met. The timeline for delivery and completion was November 1993 and it is now March 1994. Our children were prepared to move into the new center then and are still sitting in church center. We met our end of the contract and already fronted 90% of our total amount, but are still waiting. Additional costs have entered in and taken what was left for landscaping and site work.

In obtaining future facilities, we would recommend some planning money for programs to utilize architectural services. Contract the job out to an architectural firm to assist the program in every phase of purchasing a building. The firm will be responsible for the planning phase, technical design, compliance with codes, specifications, quality of materials used, utility bookups, landscaping, subcontracting and cost estimates. In rural communities, facility planning always seems to be a problem because of the lack of resources and expertise.

Sample:

During the course of two weeks, 535 surveys were returned. After elimination of duplicates and incomplete forms 523 surveys were entered into the data base. The program characteristics were compared to the same characteristics of the general Head Start community and only one significant difference was found. The programs responding were significantly larger than the general Head Start characteristics (Sample 628 children vs. National average of 356). Part of this may be explained by the fact that some agencies operated more than one Head Start program (e.g., regular Head Start, Migrant Head Start, and/or Parent Child Centers). We noted that a number of these agencies responded to the survey. It is also likely that bigger programs are finding this to be a problem sooner than smaller programs (at least in more urban/suburban areas).

Findings:

According to the 1993 Program Information Report there are 2,006 Head Start programs (including Parent Child Centers) funded to 1,862 agencies operating as either a grantee or a delegate. Using the 523 surveys selected we ended up with a response rate of 28%. With this level of response, and the similarity of the sample to national characteristics we can expect a high level of confidence in the results of the survey.

Difficulty with obtaining facilities to accommodate expansion was confirmed by 414 of the 523 respondents (79%). The reasons for these difficulties were ranked by the respondents as:

- Lack of suitable rental facilities by 386 or 74%
- Lack of funds to purchase a facility by 342 or 65%

Even if funds were available to purchase 305 agencies (58%) responded that there were *no facilities* to be obtained. It was our feeling that those responding in this fashion are those most likely to need approval for construction of new facilities. Even assuming that these 305 agencies are the only ones out of the total of 1,862 Head Start agencies, this would represent 16.4% of all programs with no where to expand without construction.

Of the 109 agencies responding that facilities was not currently a problem 38% found facilities by renting or leasing, 25% by purchasing, 25% by using existing agency-owned facilities, with the remainder split between portables, home-base, and donated community facilities.

Most respondents (416 or 82%) felt that difficulty in obtaining facilities would continue to be a problem as Head Start expands. More importantly, of the 109 responding that it was no problem above, 51% (56) responded that it would be a problem with future expansion.

If the answer was yes the agency was asked to tell us the major reasons for this difficulty. The answers provided in this section were open-ended, so it was not possible to enumerate them in a meaningful manner. We have provided a full list of these comments in **Attachment 1**.

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If the answer was no the agency was asked to describe why they projected no problem. The answers provided in this section were open-ended, so it was not possible to enumerate them in a meaningful manner. We have provided a full list of these comments in **Attachment 2**.

The summary of these findings is shown below:

**National Head Start Association
Facilities Survey Summary Sheet
1994 (n=523)**

Total Current Enrolled	327,904	Average Current Enrolled	628
Total 3 Year Increase	65,955	Average 3 Year Increase	133
Average Expansion Rate		45.67%	

	Number	Percent	
Total Having Difficulty Acquiring Facilities:	414	79%	
Lack of Facilities to Rent:	386	74%	
Lack of Money to Purchase Facilities:	342	65%	
Lack of Facilities regardless of funds:	305	58%	
Total Expecting Continued Problems:	431	82%	
Total Reporting No Present Difficulty:	109	21%	
Total Expecting No Future Difficulty:	69	13%	
Total No Difficulty Now But Expecting Future Problems:		56	51%

Recommendations:

Based on the findings from this survey and information obtained from other sources, NHSA will continue its efforts through reauthorization to allow (with appropriate restrictions) programs to construct facilities. In addition, we would like to make the following recommendations:

- ACF should include questions on the next PIR which are designed to determine the current condition of facilities and availability with each program.
- ACF (with NHSA assistance) should convene a panel to draft appropriate guidelines for applying to construct facilities.
- There should be adequate technical assistance available to grantees needing to construct facilities, including architectural advice.

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Attachment 1 – Reasons for Difficulty

- A 1-year comprehensive search resulted in no available space to rent/lease & renovation options were entirely too costly.
- Accessibility within price range too expensive to operate. funds not available to purchase.
- ADA requirements, licensing standards, kitchen facilities.
- Additional facilities.
- Adequate funding for acquiring buildings, renovations, local attitudes towards migrant population.
- Adequate funding to purchase or rent building that will meet licensing requirement.
- Adequate funding.
- Affordability, meeting requirement of licensing.
- All schools are full. Lack available facilities.
- Already a housing shortage and office space shortage on the reservation.
- Although we have excellent community support, affordable & licensable space is not unlimited.
- Although we have excellent community support, affordable & licensable space is not unlimited.
- Amount of land on reservation is scarce.
- Appropriate facilities all require great renovations.
- Appropriate rental arrangements are difficult to arrange.
- Area served (15 Counties) is very rural. Available facilities are either very old (old schools), require much renovation to bring to standard or are simply non-existent. Public school overcrowding limits assistance from that sector. Basically, problem is lack of money to expand properly.
- Area served growing tremendously. Shortages of buildings and land.
- As facilities become available for purchase, money is not adequate enough at the regional level to make purchase.
- At the present time the school system is making space available due to the community groups interaction.
- At the present we are in need of a facility in our Augusta Center that cannot be made handicap accessible. So we are in need of a building. There are no buildings in town available to rent that could be made into a center. If we do not expand in that area a building cannot be purchased. To us this entire problem is of major concern.
- Availability and cost for our area.
- Availability and cost.
- Availability in rural areas, especially w/ buildings that meet code.
- Availability of land to set up portables.
- Availability, cost to both acquire land and facility. License requirements limit available facilities especially in small rural areas.
- Availability, resources.
- Available appropriate facilities, Money to purchase.
- Available buildings not in appropriate area.
- Available space.
- Available space.
- Based upon funding.

- Berk, Morgan, and Jefferson Counties are growing so rapidly that no empty buildings are available
- Both money and finding the space.
- Building cannot accommodate additional staff or children. No suitable spaces to go to.
- Buildings are old and do not meet licensing standards. Where we renovate, owner takes space back.
- Buildings available, but in need of extensive renovations.
- Buildings do not meet (D.S.S.) Licensing requirements. Rents have escalated. Facilities not available in the inner city.
- Buildings in small communities are outdated, in poor condition.
- Buildings that meet regulations and standards without unreasonable amounts of renovation.
- Can't acquire good facilities and adapt them to child care use.
- Can't find any space.
- Ceiling placed on renting facilities, cost to bring facilities up to code; finding space in communities with greatest need--large waiting list.
- Centrally located facilities in rural areas are not available in most counties served by this program.
- Community growth outstripping available facilities.
- Competition is very high with other service agencies. Adequate low-rent facilities not available.
- Continued growth in the 10 county area served by our program.
- Continuing to purchase modular units or schools will provide classroom space.
- Cost cost cost.
- Cost of facilities and the lack of available space.
- Cost of renovation, code issues, increasing numbers of K-2.
- Cost to meet licensing requirements.
- Cost, availability.
- Cost, location of site, availability; population shifts.
- Cost, size of building and playgrounds, code requirements.
- Costs as much to renovate as to purchase.
- County facilities are hard to find and usually require extensive renovation to meet state & local codes.
- County is growing rapidly. Even schools are strapped for space.
- Crowded schools & inappropriate.
- Current landlords don't respond in a timely way. We need to purchase spaces.
- Donated space has generally all been taken. Rental @ commercial rates is expensive.
- Earthquake standards involved in retrofitting portables in California.
- Existing building requires almost as much money to renovate as constructing a new one. Meeting license requirements is a tremendous headache.
- Existing facilities. Want to expand. No space to house support staff, etc.
- Expanding into rural areas.
- Expansion areas may not have building to rent or donate.
- Expansion of K-12 programs and other special school district programs.
- Expansion.

- Expensive to meet program standards
- Extensive renovation costs to meet licensing and ADA requirements.
- Facilities are not adequate and renovation would have been very costly.
- Facilities available need major renovations.
- Facilities do not come ready-made for children. Let's build
- Facilities do not exist in many communities. In larger cities available buildings need renovation or playground space unavailable.
- Facilities hard to come by. Even if you want to put modular classrooms in school property, they want to charge you rent.
- Facilities hard to come by. Even if you want to put modular classrooms in school property, they want to charge you rent.
- Facilities in target population area are limited. Available facilities are not in the cost range of small programs.
- Facilities just not available on reservation
- Facilities not available at affordable rents.
- Facilities not available in this geographic area.
- Facilities not currently available
- Facilities that would meet fire health codes, cost of renovation.
- Facilities which meet licensing requirements are not available in our target areas for rent or purchase. We will need to have funds to construct or lease.
- Facilities
- Few facilities available to meet licensing requirements.
- Few facilities to rent that are licensable for child care. Increasing ADA requirements.
- Fewer buildings.
- Financial & real estate community lack experience with Head Start acquisitions.
- Find land to set up units.
- Finding adequate facilities to purchase.
- Finding Appropriate facilities, obtaining longterm lease, renovation.
- Finding building, and, if found, renovating it to meet codes.
- Finding facilities and then renovation costs are very high. Funding.
- Finding facilities regardless of cost (rent for purchase)
- Finding facilities that meet state licensing requirements, finding facilities in the areas needing expansion slots, having the funds to cover renovation costs, getting leases that are long enough to make renovations cost-effective.
- Finding one to rent, cost of renovations.
- Finding quality facilities with required outdoor space and enough indoor classroom, kitchen, and multi-purpose space.
- Finding space to meet Performance Standards and national accreditation standards--with the amount of money available.
- Following the flood of '93, space is more scarce. This is especially true in the Ottumwa area.
- Foresee problems converting a lot to build on.
- Funding to purchase additional space; availability of suitable space.
- Funding
- Funding (can't read rest)
- Funds to bring space up to quality.
- Funds to purchase & maintain are limited, wouldn't allow us to serve more children.

- Funds to purchase not yet available. Renovations to rental property doesn't guarantee lease beyond 1 year in most cases.
- Funds.
- Funds, alternatives to modular facilities; need to be able to build from scratch & obtain land.
- Getting funds, proposals were through AIPB, HUD all on competitive basis.
- Hard to find facilities for as large as we need
- Hard to find facilities in particular catchment areas.
- Hard to keep pace with expansion. Takes a long time to develop a new facility.
- Head Start money cannot be used to construct buildings
- High cost for existing building and/or high cost for renovations.
- High cost of renovation
- High cost of rent
- High costs of an expanding community.
- High rent, inadequate facilities, cost of renovation.
- High rent, suitable space not available
- High rents. Major renovations.
- If expansion continues with more three-year-olds this could become a problem
- If facility is reclaimed, finding another could be difficult.
- If funding available with current reqs we would not be able to expand our current building since we cannot build walls with Head Start money.
- If money is available we would need to purchase modular buildings and these are not satisfactory
- If we decide to purchase a building versus a modular unit we will have problems, because existing facilities are not available in Orange
- If we stay within school facilities, there may be limited space available at these sites.
- In many locations there aren't adequate buildings.
- In some areas where we would like to expand there are no available buildings suitable for a Head Start Center.
- In the past it has been hard to predict long-term facility needs.
- Inability to use funds for construction; loss of in-kind when federally funded facilities replace old donated buildings; inability to use letter of intent to construct as justification for purchase of facility!
- Inadequate funds to support renovation and rental of a decent facility.
- Instability of prices and inadequate space in existing facilities.
- It is nearly impossible in this rural community to match start-up funds with in-kind.
- It is very difficult to acquire a facility with a playground area.
- Lack funds to purchase or renovate a building
- Lack of "qualifying" rental space.
- Lack of adequate buildings & money
- Lack of adequate facilities that can be obtained below market rate
- Lack of adequate facilities to house children.
- Lack of adequate facilities.
- Lack of adequate licensable space
- Lack of adequate, suitable facilities in our rural area.

- Lack of affordable space; high cost of renovations, restrictions placed on use of funds; lack of funds.
- Lack of appropriate classroom & support staff space available in area.
- Lack of appropriate facilities for children that also meet ADA.
- Lack of appropriate facilities in communities.
- Lack of appropriate facilities in the communities we serve.
- Lack of appropriate sites in the community.
- Lack of appropriate space available in some areas.
- Lack of appropriate space. We need to be able to construct space.
- Lack of appropriate space; limits to what school districts can provide.
- Lack of appropriate, affordable space in the right geographical area.
- Lack of appropriate, licensable facilities; will have to look at purchase of modular unit again.
- Lack of availability with the exception of modular units.
- Lack of availability; haven't pursued purchasing.
- Lack of available buildings.
- Lack of available buildings to acquire.
- Lack of available buildings to rent or purchase. Cheaper to build than to purchase modular buildings.
- Lack of available capital to purchase renovate property. Rental property scarce. Better to purchase, if possible.
- Lack of available classrooms; modular classrooms would have to be purchased.
- Lack of available facilities and/or money to renovate to meet requirements.
- Lack of available facilities to buy or rent. When rental facilities are available the cost is very high. For facilities already occupied, there have been very large increases in rent charged.
- Lack of available facilities.
- Lack of available facilities.
- Lack of available facilities.
- Lack of available rental facilities in or near the target areas. Also the lack of available land for purchase in the target areas. We would have to request money for additional vehicles to enable us to transport the children to areas where facilities are available.
- Lack of available space in rural areas where the need is greatest. Lack of funds for extensive renovations and purchase.
- Lack of available space. Donated space not designed as classrooms.
- Lack of available, licensable facilities and regulations.
- Lack of available, qualified facilities.
- Lack of building space. Limited funds. Not allowed to purchase with Head Start funds.
- Lack of buildings in rural area.
- Lack of buildings in rural area. Renovation costly.
- Lack of buildings in the area to meet our needs.
- Lack of buildings which are the right cost and meet health and safety standards.
- Lack of classrooms; availability of existing a problem.
- Lack of continued funding to pay off mortgage and/or acquire facilities.
- Lack of cost-efficient space. Funding approval timing makes negotiation difficult.

- Lack of donated space as we grow; no appropriate facilities to purchase
- Lack of existing buildings
- Lack of facilities and money to purchase existing buildings
- Lack of facilities available to renovate. Current building doesn't meet needs.
- Lack of facilities for rental or purchase; available facilities need major renovation.
- Lack of facilities in area of need
- Lack of facilities in general area, restrictions against building
- Lack of facilities that meet federal, state, and local standards
- Lack of facilities that meet requirements, expensive renovation
- Lack of facilities that would meet space requirements & licensing standards
- Lack of facilities to purchase or renovate; Administrative problems associated with such purchases
- Lack of facilities to purchase that could be renovated to meet our needs
Difficult to coordinate renovations with funding cycle.
- Lack of facilities to purchase. Have to use modular units which deteriorate rapidly
- Lack of facilities to rent and funds to acquire portable building, etc.
- Lack of facilities to rent or purchase.
- Lack of facilities to rent, purchase.
- Lack of facilities to rent; purchase will be only option.
- Lack of facilities, money, and support.
- Lack of facilities.
- Lack of facilities; renovation too costly; limited knowledge/experience in real estate.
- Lack of Funding
- Lack of funding amount certainty makes facilities search difficult.
- Lack of funding for purchase or renovation.
- Lack of funding to build facilities
- Lack of funds to acquire facilities
- Lack of funds to acquire facilities for future expansion.
- Lack of funds to do adequate renovations.
- Lack of funds.
- Lack of funds, lack of space in schools.
- Lack of good rental property.
- Lack of licensable space in rural areas.
- Lack of licensable space in rural areas.
- Lack of money and facilities to purchase.
- Lack of money and facilities to rent.
- Lack of money and suitable facility.
- Lack of money and there are no facilities to rent
- Lack of money and there are no facilities to rent
- Lack of money to acquire facilities.
- Lack of monies under the Tribal funds.
- Lack of qualifying existing facilities.
- Lack of quality facilities in our rural county
- Lack of quality facilities. Current facilities are costly because they require constant repairs or renovations to meet standards.
- Lack of ready to use facilities, or facilities with sufficient space.

- Lack of rental space. Lack of Money.
- Lack of space and funding for purchase/renovations
- Lack of space and/or unable to utilize funds for construction.
- Lack of space to rent.
- Lack of space. Rural area--no buildings available
- Lack of suitable buildings and lack of playground space.
- Lack of suitable facilities and a lack of money to acquire facilities
- Lack of suitable facilities in area
- Lack of suitable space to purchase or renovate. Need to be allowed to do new construction.
- Lack of suitable space to rent.
- Lack of suitable, licensable facilities.
- Lack of viable space. Not much local cooperation with licensing
- Land available in areas needed--same with facilities.
- Licensable space very limited.
- Limited appropriate facilities available. Current facilities may not allow for expansion.
- Limited availability of qualifying facilities. Prohibitive rents.
- Limited Federal State funds. Some present buildings are old and would need renovation and general licensing maintenance.
- Limited funds and resources in the targeted areas.
- Limited number of schools with extra space. Would have to build off school grounds.
- Limited sites available that meet licensing requirements.
- Limited space available. Limited funds for renovations. Too many people involved in negotiating space.
- Limited space in Danbury Public Schools. A facilities committee is now being formed to search for classroom, parent and office space.
- Limited supply of suitable buildings.
- Limited supply of suitable buildings, cost of modulars.
- Local rents too high due to tourism, lack of adequate funding
- Located in growth area. No space. Multi-cultural family growth.
- Locating places. Time to renovate & put together budget to support renovation.
- Location in rural area without appropriate facilities.
- Location, unavailability of buildings.
- Long lease negotiations, increasing value of real estate.
- Long process for purchasing a modular unit and finding cost effective space to locate it.
- Many vacant buildings, but not where program is needed.
- Market value of property very high. Not many viable buildings in target area.
- May be evicted from donated spaces. In that case huge amounts of funding will be necessary to maintain program.
- Meeting our non-federal share if we start renting or purchasing all our facilities.
- Modular facility does not meet our needs. No facilities to purchase on the reservation. Construction opportunities are the only answer to our problem.
- Money for purchasing facilities and renovations. Need for appropriate buildings to meet present & future needs.
- Money for rent, space not always suitable.

- Money must be made available to purchase because there is no property to lease in the City of Paterson.
- Money must be made available to purchase because there is now no property to lease in the City of Paterson.
- Money to bring them into compliance.
- Money to purchase pre-built classrooms, land.
- Money
- Money.
- Money.
- Money; regulations, will
- Money; regulations, will
- Money; regulations, will
- More facilities are available for sale than space for rental.
- Most existing buildings wouldn't meet licensing codes. School facilities already overcrowded. No free space available.
- Must be able to construct facilities. Community support would be available.
- Need additional funds directly to the delegates to purchase facilities
- Need expansion or one-time funds to purchase portables.
- Need facilities in different parts of the county to cut down on transportation problems. Would also like a Parent Child Center.
- Need money to build and to purchase ground.
- Need more information on purchase of facilities
- Need more time to find a suitable site for my children & staff.
- Need to be able to purchase but INKIND problems. (INKIND) too much match required
- Need to purchase building--won't be a problem if Money available.
- No adequate buildings to use. Must be constructed.
- No adequate facilities in this district. School has no more rooms to donate. If school enrollment increases, we'll have to vacate our current rooms.
- No affordable facilities that meet licensing requirements. Long-term leases a problem.
- No building or land available in our community.
- No building sites available.
- No building to purchase. Renovation costs same as new construction.
- No buildings available.
- No existing activities; modular not ideal for tornado/hurricane weather; would need construction Money
- No existing facilities in small towns.
- No facilities available in our service area.
- No facilities available to purchase in most of my communities. Programs must be allowed to construct buildings.
- No facilities available where H.S. is needed. Need transportation to facilities that are very far away.
- No facilities available. Ideal to construct.
- No facilities available. Renovations more costly than construction from scratch.
- No facilities available; those that are will not meet licensing standards.
- No facilities in the area to accommodate the program.

- No facilities meet licensing standards, cost of building high; lack confidence and expertise
- No Money's. No bldg's. Renovation could be done if Money available.
- No more room for expansion in schools
- No more rooms available for expansion in schools.
- No really appropriate facilities available in the area. Possible available facilities would require long transportation.
- No rental properties available. Have had to purchase portable buildings.
- No rental property available close to schools
- No rental purchase space on the market. School space probably not available in upcoming year.
- No space for expansion.
- No suitable buildings available for purchase. None large enough which meets State licensing requirements. Little money for renovations if building was available.
- No suitable buildings in area or available for conversion within budget.
- No suitable buildings in area to meet fire and sanitation requirements.
- No vacant buildings. If old buildings considered, asbestos is found.
- Not available to us - made to meet licensing standards.
- Not being able to construct facility
- Not enough children unless we can enroll the Cocpah children whose parent/guardian are residing in Yuma because of housing situation.
- Not enough empty classrooms left in buildings.
- Not enough facilities suitable for H.S.
- Not enough funds available to purchase new facilities.
- Not enough guidance or money to purchase real estate. Rental costs prohibitive.
- Not enough room for current needs and no room for expansion.
- Not enough space/facilities in our area to rent/lease.
- Nothing available to meet our needs
- Nowhere to move. Present space not satisfactory.
- Obtaining a site location on reservation.
- One-time funds are competitive. No guarantees, no matter the need.
- Only if public schools do not provide room.
- Our non-federal match is over 50% in donated space. Our payments are for utilities only, so regular space rental places a dual problem for the program.
- Overpopulation causing crowding at schools. High rents.
- Pickings are slim for truly suitable spaces.
- Planning time too long-can't reach available space on short notice.
- Planning time. Also, funds may not be adequate to purchase the nice, modern, efficient and functional facilities we want and need. Head Start shouldn't be housed in sub-standard facilities anymore.
- Priority is given to other special programs.
- Priority is given to other special programs.
- Probably difficult to buy because of high real estate prices.
- Probably will not be space in the public school system due to pop. increases.
- Problem with obtaining usable space in areas of need.
- Prohibition against constructing facilities with federal funds. Lack of facilities suitable for conversion. Modulares are not the answer for Trenton.

- Purchase or rental of space needed.
- Qualifying space. At a premium anyway in rural community.
- Red tape related to current guidelines.
- Renovation costs high; no permanency after renovations.
- Renovation funds; escalating rent costs; lack of funds for transportation.
- Renovation to meet Dept. of Health requirement costs a lot.
- Renovation too expensive. In some areas, buildings need to be built. H.S. absolutely needs authority to build buildings.
- Renovations very expensive. Real estate scarce in area of high need.
- Renovations, cost to rent.
- Rents in county very high. Renovation money to date has been inadequate.
- Running out of space. Trying to obtain new space with Head Start grant.
- Rural area facilities are very hard to find.
- Rural areas--no adequate facilities available.
- Rural community without a lot of rental space.
- Rural service. No adequate facilities for expansion.
- Safe facilities.
- Scarcity of buildings suitable for licensing. We could build for the cost of most renovation.
- School consolidation, but may not be too big a problem if portables can be purchased.
- School space at premium in our county. Churches not satisfactory.
- School system also having space problems. Are outgrowing facilities.
- School system lacks space.
- School system space is limited. It may become necessary for us to purchase facilities.
- Schools are crowded; churches not available; lack of facilities that can be licensed.
- Schools have none due to pre-schools.
- Securing facilities with outdoor play area. Most buildings need extensive renovations.
- see attached description.
- Shortage of land and facilities.
- Small communities do not have buildings which are handicap accessible.
- Small communities--no buildings. Overcrowding already in most buildings. We need to BUILD facilities!! Not use relocatables--they are inadequate.
- Some communities have no appropriate space.
- Space.
- Space at a premium. Schools are crowded.
- Space availability.
- Space in Chapel Hill is limited.
- Space in public schools will not be available. Churches difficult to license. Other buildings not available in this largely rural community.
- Space is expensive & needs renovation, which landlord will put on us to perform. Long leases are hard to get.
- Space limited in public schools and lease costs too high in Fairfax County.
- Space on the school grounds to add more buildings.
- Space will have to be rented or owned.

- Space within the schools is becoming scarce; we are not currently paying for space in any way. I don't foresee funding being available to purchase & appropriate rental space is very difficult to find.
- The major reason is lack of space. This is a rural area--no buildings available. Floor space must meet required state and federal regulations. The rent we have paid for the lease of this building for the past 28 years would have paid for a new building, but we are still renting with no space to expand.
- The problem will be finding sites that do not need major renovation.
- The process for purchase and lack of funds for purchase and staffing.
- The rural, mountainous area does not lend itself to having a number of resources/facilities available that could be utilized for childcare purposes.
- The school district doesn't have a plan for early childhood.
- The two new buildings are filled to capacity. We cannot take on more debt at this time.
- There are limited vacant buildings that would accommodate young children and in some cases these buildings would not be in a preferred service area.
- There are no available buildings for rent or purchase.
- There are no buildings to renovate. Rural areas, especially on Indian reservations, lack buildings. Cities of America have buildings due to business investments and business movements. Rural America needs investment for building and buildings.
- There are no facilities that are definite in our extremely rural area.
- There are several programs in our area.
- There is a lack of money and adequate size of facilities to purchase or rent.
- They would have to build in order to expand.
- This is a rural area without facility options available. Construction is the only alternative in most cases. The Agency/HS program must be allowed to borrow money and own the facility, possibly changing regs allow interest payments.
- Time and complications arising from construction.
- To get approval fast enough.
- Urban. Safety of old buildings; cost of renovations.
- Urban/rural areas with limited resources and facilities.
- Used existing space. Obtained Housing Authority Space.
- Utilized available resources. What now?
- Value of land, increased use of land; lack of rental property or property to purchase.
- Value of land, increased use of land; lack of rental property.
- Very rural area. If expanded any further would not be enough children to support a Home Base.
- Want long-term access to locations near clients, want appropriate facilities; Money, staff.
- We are an extremely rural program serving communities which already have housing problems.
- We are finally able to purchase portables, however, the portable only houses two classrooms. There will be a structure available within the next 5 yrs. If there was expansion & funds available, we would be able to purchase structure.
- We are rural counties and adequate space is hard to find.

- We have expanded within existing sites and programs but will now look for new sites.
- We have problems in purchasing facilities and if facilities are available, renovations are expensive.
- We have turned back expansion money because we cannot find a facility to rent.
- We may reach the point of paying over market price for rent.
- We need funds to construct facilities and to be able to collaborate with other organizations.
- We need to be able to build onto our current facility.
- We would like to purchase, and see cost, along with suitable location to meet expansion needs, as the major reasons.
- When an expansion proposal it is a "proposal" by the time funds arrive - there may be changes in the local community that require money to be spent in a different manner - those changes have to be submitted to the regional office and approval can take a long time - so that it may not be possible to implement expansion in a timely manner.
- Who should purchase & build facility--Agency or Head Start?
- Will employ full time staff or contract a person.
- Will have to purchase or build in two areas.
- Will have to purchase or build in two areas.
- Will lose space in public schools because of state law requiring full-day kindergarten.
- Will need funds to purchase buildings--probably portable.
- Wishes to combine with another program.
- With reducing class size & expansion available space.
- With the State Pre-K program expanding rapidly, facilities available to Head Start shrink.
- Would have to purchase a portable building.
- Would have to purchase. Have obtained all available.

Attachment 2 – Reasons for No Difficulty

- Adequate space
- Adequate space is available.
- As long as portables purchase is approved.
- As long as we have money to fund.
- Can expand within present facility
- City is anxious to provide services.
- Community floated a bond issue to house Head Start, Kindergarten, & D.D. Pre-School.
- Constructing new facility
- Cooperation with school district
- Could obtain royalty funds from bingo & casino.
- Don't know at this time since we are submitting for funds on our one-time need for additional portable buildings.
- Fayette County has vacant land--i.e., suburban.
- Finally have added enough space to a large facility
- Have adequate facilities to expand by 25%
- Have adequate facilities to expand by 25%
- Have an additional classroom in existing 16,000 square foot building.
- Have children and have enough space.
- If money is available
- Lack of eligible children.
- Land has been given to add on to existing facility, problem will occur if funds cannot be used for "adding-on"
- Landlords increasingly willing to renovate to suit.
- Local support system.
- Lots of buildings available
- Many empty available facilities in the area.
- Many empty facilities in area
- May not be ideal, renovation.
- New Head Start Center completed in August 1992
- New Head Start center completed in August 1992.
- No need for space
- No problems as long as Head Start will furnish funds for modulars/buildings.
- Not expanding.
- People in the community very open to H.S.
- Plenty of facilities for rent in area
- Provided there are monies to purchase facilities
- Purchase modular buildings, but we don't really care for them.
- Received funding for a new facility.
- Rely on school facilities.
- Room to expand with some renovations.
- School can provide space for them.
- School districts have promoted available class space for relocated classrooms.
- School will provide room if available
- Schools are eager to provide available room.
- Schools are offering space.
- Schools in area are available.

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BEST COPY AVAILABLE

- Schools offering space; ease of purchasing & setting up portables.
- Several schools are experiencing enrollment decreases--space becomes available.
- Several vacant buildings owned by the schools.
- So far I am receiving modular when required.
- Space available for continued expansion.
- Space available for expansion.
- Sufficient space exists to handle expansion up to 60 children. If more than 60, we will purchase sufficient facilities.
- There are additional classrooms available.
- They don't foresee expansion.
- Through strategic planning we made decisions and planned for expansion.
- TPS is willing to assist in finding facilities for further expansion.
- Tribe is constructing a new building for us.
- Use portable building.
- Use portable.
- We are in a very good location & have good working relationship with the Tulsa Public Schools.
- We are usually able to acquire monies to purchase modular units to serve additional children.
- We are very fortunate - Board of Education has been very accommodating to Head Start. They recognize the importance of Head Start in the Community.
- We are working closely with school systems for space.
- We do not foresee future expansion.
- We have an extra classroom available for additional children.
- We have the possibility of the donation of a building that we would then renovate.

Chairman MARTINEZ. I think your testimony has been pretty inclusive with the kinds of suggestions that we need to receive.

I wanted to talk to you, Ms. Jordan, about one of your suggestions about continuing the people that have had the experience over the years in the program, against term limits. You know, term limits were written in there because we wanted to continue to bring parents into the program and if you keep the same people there all the time, how can you get new people in, other than expanding the Board and expanding the Board until there would be a large number of people to deal with? How could we accomplish maintaining—and there is another problem, is that if you have the term limits, if you get in a particular situation with a parent or maybe two parents or three parents that create more problems than they solve, or continue to create unruly situations in the Board, if you do not have any term limit, there is really no way to get rid of them unless, and I guess we could empower the Board or the Board itself could empower itself, to on a majority vote eliminate those people.

But I am wondering, do you have a suggestion on how we might accomplish the first goal of continuing to bring parents on while accomplishing your desire of wanting to maintain some of that experience and knowledge. Is there a normal attrition to these boards?

Ms. JORDAN. Is there a normal what?

Chairman MARTINEZ. Attrition, people leaving because they just get tired or they go on to other things. Since they have grown to a certain point by being involved, they maybe take on new endeavors that pull them away from it?

Ms. JORDAN. I think that that is probably connected with the T&TA process and also the issue of staff ratio, as someone else has spoke about before, having a one to three ratio for people who are working with the parents, but it is not just an issue of term limits. I think also in rural programs and programs like in Alaska where there is a small community, it is hard for them to keep policy council members on the policy council because of the term limit provision. In addition to that, what we are really asking is that as long as a parent has a child in the program. But once the child is no longer with the program, that parent will come off the policy council. I think that that will add some type of people—it will rotate and it will not make it so that someone is on policy council forever, that is not the intent. What you end up doing is you lose the training of that very valuable parent that you have that can help other parents coming on as well, they are very knowledgeable. And one thing you also need to understand is that we have families in this country who have a large number of children in their family. And so if they only have a three year term limit and they have five children, then they do not have any direct input into the policymaking decisions. That is what we are looking at, we want to be able to have everyone to have an opportunity to be involved in that.

Chairman MARTINEZ. I think the key may be what you just said, that as long as you have a child in the program, because that is obvious, if you have several children, they are not all the same age unless they are quintuplets or triplets or twins, so they are going to be a different age level and coming in the program at different

times. Maybe that is what we should tie it to, as long as a parent has a child in the program.

Ms. JORDAN. And I think also if you have a strong T&TA process, moneys are available for the parents to receive training that helps them to become self-sufficient, and there is a definite need to have more set aside for T&TA, to allow that to happen.

Chairman MARTINEZ. Thank you. Mr. Baesler.

Mr. BAESLER. I have several. Do you want me to do them all?

Chairman MARTINEZ. Go ahead.

Mr. BAESLER. I have several questions, and I would like to start with you, Ms. Kills Crow. Did I understand you to say if some of your young people were more than 15 miles away from the Head Start program that they could not attend the tribal programs?

Ms. KILLS CROW. If they live off reservation. As long as they live across the line, they may just live across the street literally, but under current interpretation of the regulation, they are not eligible to come back on the reservation for Head Start services. This is the only program that has that type of regulation when it comes to tribal programs.

Mr. BAESLER. And your rationale for saying that should be different than others is the fact that you have such distinct cultural needs and differences, and therefore they should be able to participate with people of their same culture?

Ms. KILLS CROW. It should be parental choice. If the parents want to maintain that cultural tie, the linguistic tie, they should be able to receive services. The parents are coming back on for health services and usually for WIC and for all the other services the family is receiving. The child, if they so choose, should be able to come back on the reservation also for Head Start, we should be able to take our buses out and pick those kids up. Like I say, we are not talking far distances, but within a 15-mile radius is what the on or near interpretation is under the Bureau of Indian Affairs.

Mr. BAESLER. When you say "their" interpretation, who are "they"?

Ms. KILLS CROW. The Head Start Bureau.

Mr. BAESLER. In Washington?

Ms. KILLS CROW. Yes, sir.

Mr. BAESLER. And is that part of a regulation or part of an interpretation?

Ms. KILLS CROW. I believe it is part of their interpretation, it has never been clear and we have never had anyone there who really could define it. We were hoping that if it was in the legislation, it would be real clear as to what the interpretation was.

Mr. BAESLER. And you say this is unique to the Head Start program and that it is not applicable to other types of Federal programs that you are aware of?

Ms. KILLS CROW. All of the Federal programs that deal with Native Americans have the definition "on or near," that we have been able to track down. It is kind of a standardization. Somewhere in writing the legislation, the words "or near" got left off. So it has been interpreted as just strictly on reservation.

Mr. BAESLER. So you would like to see that "on or near" included in this regulation so it would be more than an interpretation.

Ms. KILLS CROW. Yes, sir, so it is real clear. And like I said, it is based on parental choice, that parents would have the right to maintain that cultural connection if they chose.

Mr. BAESLER. Another thing you talked about was that you were fearful there was a movement afoot to try to change your present arrangement of being regulated out of Washington to being mixed in with the community. How active a movement is that?

Ms. KILLS CROW. It keeps rearing its head. I have been a Head Start director for 15 years and every two or three years there becomes rumblings and there becomes interoffice memos, and you know, different things that happen. For several years, Indian and migrant programs were administered together and that became very difficult for the office staff in Washington because you would have one program representative who was dealing with both Indian and migrant programs at the same time and they are very, very different. It was hard for those people to keep things straight, because most of those people had never seen an Indian or a migrant program to begin with anyway. So they would get really confused about what they were doing.

[Applause.]

Mr. BAESLER. But you would not like that?

It just will not work.

Ms. KILLS CROW. Right. I think Indian and migrant programs, we would like to be separate but equal.

Mr. BAESLER. I understand.

Ms. Fry, you talked about a couple of things, but one thing that caught my attention is that your group supports the recommendation of a task force on zero to three. Why do you not tell me what that recommendation is?

Ms. FRY. The recommendation had to do with having an expert panel, group convened together, made up of people who have a knowledge base of zero to three, and looking at the services that should be and would be developmentally appropriate for this age group.

Mr. BAESLER. Does that by implication say you do not want to implement the zero to three immediately? That you want to wait and try to look at it?

Ms. FRY. Yes, we want to go ahead and implement the proposed performance standards for infants and toddlers.

Mr. BAESLER. But I hope the task force is not suggesting somehow that we not go on and do this program as proposed?

Ms. FRY. Oh, no, no.

Mr. BAESLER. Ms. Jordan, the one point you made that I think is very significant is the issue of male involvement. The bill does talk about parent involvement, but I think oftentimes that is just defined as any one parent. What would you suggest the male involvement be and how would you see that it happened?

Ms. JORDAN. Well that is a question that we probably could spend quite some time talking on, but I would say continuance of encouraging and welcoming the fathers into the centers, flexibility of training times for the fathers. For example, with my husband, being a college student, at our center prior to us becoming involved, our parent meetings were during the day and there was no way that we could make those meetings during the day. And so after

much discussion with the other parents, we sent out a survey as to what would be the best meeting time for the parents. And the survey did indeed show that evenings were better meeting times. So being attentive to the needs and listening to the needs of the community at large and the male population at large. And I think that you will find that there are men out there who want to be involved. It is just how do you involve them. And approaching them at their level and their interest and what it is that they are interested in doing, and building upon that, creating a warmer climate for them.

A lot of times we may go to a Head Start meeting and there may be only one or two men and they may make a comment like we are glad to see the Head Start parents here, and then say in addition to that, especially the fathers. We have programs like "Doughnuts for Dads" and different things that they may be interested in. But just basically creating the climate that would be good for them and welcoming for them, looking at the flexibility of the program for the men and trainings that they are interested in.

Chairman MARTINEZ. Would the gentleman yield on that point?
Mr. BAESLER. Yes.

Chairman MARTINEZ. In a part of this bill, which is not going to be regarded just as a grant bill, there is, at least in our bill, a minority male counseling program. And in that program—and in the report language of this, we intend to form a linkage, because to put it in this bill would be pretty difficult because you never know whether the father is going to be around or not. So what we are trying to do to accomplish that is to provide that kind of counseling and help for the fathers. The male minority is in the other portion of the community service block grant, but making a linkage through report language here going back to that program and saying in that program design there should be—part of the program design should be an attempt to make the male individual understand that he should be involved in every program that his child is involved in, such as Head Start.

Mr. BAESLER. Mr. Chairman, I am glad to hear that but I have an additional view. First of all, I think it should be more than a request. I think it should have more leverage to it than just being asked to participate. I also think we should provide incentives for them to do it and provide resources to make sure the programs work. I would like to see money tied to it. Maybe there is but I just see conversation, not money.

Chairman MARTINEZ. Well there will be money in the CSBG for that.

Mr. BAESLER. That is what you were talking about a while ago.

Chairman MARTINEZ. The thing about that is that maybe it is not worded exactly right, but it is mandated.

Mr. BAESLER. That is good. But what you are telling me is that if Ms. Jordan's group was interested in making a fairly significant addition to the program that would mandate or require males to participate, then they could expect some financial help to do so. That is the bottom line.

Chairman MARTINEZ. I think we can work with the gentleman in working through that language.

Mr. BAESLER. I appreciate it.

Did you have something you wanted to say?

Ms. JORDAN. Could I just address the issue of requirement? I think if we get to a point where we start to make it a mandate or require parent participation, whether it is male or female, that that may deter parents from entering their children into the program. I think one of the successes of Head Start is because the volunteerism and they pretty much catch onto the spirit of things. And I think once you get into a requirement, you may find parents saying well I do not have the time, because I may be involved with jobs or college or work and I do not have the time to put in my hours that I have to for Head Start, therefore that child will not be entered into Head Start. So if that is what I hear you saying, I think—

Mr. BAESLER. I understand, but I do not think it can be a "come if you want" attitude. I think you have got to do more. However, I understand what you are saying—that requiring too much could discourage participation. But sometimes I think people just need a little nudge to get there, and once they get there, they find out they like it.

I would like to ask Ms. Verzaro-O'Brien a couple of questions. You were talking about training for parents. I believe you suggested that the training that is available for Head Start staff also be available to Head Start parents?

Ms. VERZARO-O'BRIEN. In our position paper, we were dealing with an issue that has periodically surfaced in Head Start over the years when programs have been told that the training dollars that they have could not be used to provide training for parents, but had to be limited only to staff, even to the point where parents could not be invited to staff training activities even if space were available.

Mr. BAESLER. Excuse me a minute. Is that in law or is that an interpretation?

Ms. VERZARO-O'BRIEN. I could stand corrected, but I would suggest to you it is interpretation.

Mr. BAESLER. So it varies from time to time.

Ms. VERZARO-O'BRIEN. However, I do not think our position paper certainly excludes or precludes a discussion of the number of roles that parent training could play in the new jobs effort, and I would also suggest to you that at its meeting on Monday, the National Head Start Association adopted a position paper on the relationship between the JOBS program, welfare reform and the Head Start program and I am sure Linda could make that available to you.

Mr. BAESLER. If you could design the training program, what would you do?

Ms. VERZARO-O'BRIEN. What would I personally do?

Mr. BAESLER. That is right, just you, your interpretation.

Ms. VERZARO-O'BRIEN. Direct training dollars to programs coupled with evaluation, regional training offices with State outstations and special arrangements for Native American, migrant and territorial and commonwealth programs.

Mr. BAESLER. Would you bring in the other resources of the communities, like the universities or schools?

Ms. VERZARO-O'BRIEN. Our position paper says strongly that we feel a necessary criteria for a system is that it provide access to higher education at all levels. So I would concur that that needs to be an option that is available for staff.

Mr. BAESLER. The reason I asked that is to get into the next question of Ms. Rohrbough. Through a lot of this discussion there seems to be a severe lack of community coordination. Is it left out of the training program?

Ms. VERZARO-O'BRIEN. It is an important characteristic of any training system and in local levels, programs have worked very hard often to establish those linkages, often with the assistance of the regional training and technical assistance system, when there was one. But there are still many barriers that have to be addressed.

Mr. BAESLER. And you think the training has fallen behind the times?

Ms. VERZARO-O'BRIEN. Yes, I do.

Mr. BAESLER. And if we do not use the modern technology and the resources available, the kids are the ones that are going to suffer?

Ms. VERZARO-O'BRIEN. Yes, I would concur with that.

Mr. BAESLER. Thank you.

Now let us talk about the Ohio experience. I am interested in the birth to eight years that you talked about. How many different organizations do you have working with prenatal to three?

Ms. ROHRBOUGH. Currently on the committee that is working together, we have 65 individuals representing over 40 organizations or State agencies.

Mr. BAESLER. That is all prenatal?

Ms. ROHRBOUGH. We are making the link and we are sorting now that data to determine where we are duplicating services and where are we overlapping and where do we have faults, cracks in the services that are being delivered.

Mr. BAESLER. So the statistics you gave me about people and agencies are all the providers you are dealing with or just prenatal?

Ms. ROHRBOUGH. That is everybody, birth through eight.

Mr. BAESLER. What problems with "turf" have you run into, if any?

Ms. ROHRBOUGH. If any? Many.

[Laughter.]

Mr. BAESLER. I think everybody would know that is the case. Give me some examples and how you are going to solve them.

Ms. ROHRBOUGH. The first thing that we have done in Ohio, and it was prior to my becoming the project director, is that we held a search conference and brought together over 75 individuals from all disciplines and State agencies, and those individuals together collectively for a three-day period developed what we believe was a vision for the future in Ohio for children and families.

From that point, we began work on a strategic plan. That plan began the process of us coming together on a more regular and coordinated effort and at this point in time, with the Governor having initiated Ohio Family and Children First, we have been pulled altogether and all players are actively working together. There are

now, within the State, in every county, there is a unified service provider plan which became part of the State Head Start legislation and which was also stated in the quality report, that there needed to be a unified effort and a coordinated plan. And so what is happening is that providers, Head Start, schools are sitting down together and looking at and determining who is in the birth-to-three programs, what children are moving then into Head Start and other preschool efforts or other really intervention efforts and then how do we connect as we move into the public school system. Though that effort has only one year under its belt, we are only about six months into it, but I believe we are really trying to bring key individuals together, and communication has been the critical link.

Mr. BAESLER. Do you feel that a reasonable request of people who are receiving money is that somehow they be required to get over this turf problem. I see the Governor has obviously done that with his influence in your State.

On page 12 of the bill Mr. Chairman, we talk about involving other community organizations serving children and families. We have not said much about the State agencies in here, but would you agree that all of them ought to be involved?

Ms. ROHRBOUGH. Any program, any service provider, anyone that is found along the way that we leave out, we miss, they need to be brought to the table. Everyone has to be communicating with one another and become part of an active working group. Nobody can work in isolation and bring this system together. The early childhood system of which Head Start is the critical bridge and link, is a very fragmented system across the country, and we have many different levels of providers, we have a professional development system that is far-reaching, from entering with a high school diploma to having a Ph.D. There is no way at this point that we have made connections that consistently address the issues of children and families, birth through eight. And that is what I believe all of us are trying to do. And using Head Start as the bridge is the way we are trying to go about it.

Mr. BAESLER. I agree with most of what you said. I would favor encouraging people to better coordinate before they could benefit from the Federal funding.

Ms. ROHRBOUGH. Yes.

Mr. BAESLER. I will finish with this gentleman, Mr. Chairman.

The facility question concerns me. The Chairman has already indicated that there is going to be a change in the bill to allow purchase or construction of buildings. I know the facilities are necessary, but wonder what percent of the money will ultimately go into facilities. You had 300 people who said they needed to buy facilities?

Mr. HOULARES. Lack of money to purchase facilities, right.

Mr. BAESLER. Do you anticipate that the money that we are going to use for the facilities will return a bigger benefit for us than it would if they were used for the programming?

Mr. HOULARES. I would say yes, long-term. Many programs over the past 29 years have spent many, many dollars renovating, fixing up everybody else's property, we are told to vacate it and get out after it has been done, and therefore, it is a loss to the program.

Mr. BAESLER. So your answer—and I think I might agree with you—is the fact that we have already used a lot of money on facilities just on somebody else's.

Mr. HOULARES. Absolutely, absolutely.

[Applause.]

Mr. HOULARES. A term I think they use is "sunk in money" that you cannot get back.

Mr. BAESLER. That is what the lady said about the temporary buildings, I think.

Throughout the country, how many relationships do Head Start agencies have with public school facilities?

Mr. HOULARES. I do not have that knowledge.

Mr. BAESLER. I do not either. It was a question.

Mr. HOULARES. I would say, from my personal point of view, I have a very good working relationship with the Lowell Public School System, they have just built 14 new elementary schools. There is not one classroom that is available for us as a Head Start program to operate.

They would like to expand their preschool program, they would like to do it with us in collaboration with money that was made available through the State Department of Education. I could not apply for that grant to expand those services, due to the fact I have no space. And if I cannot acquire a facility, I cannot do my own Head Start national expansion, as well as these collaborations. I have a partner who would love to come into a central facility that I would love to buy, which is called Early Intervention, our own WIC program, but the process of the purchasing in terms of having money, a feasibility study, the requirements in terms of architectural drawings, those are upfront costs which have made it very difficult to us as a local program, not having the expertise, bringing in consultants, to upfront moneys which we do not always have. And it is a process that we really need to get a handle on in order to be able to provide adequate services to children and families.

Mr. BAESLER. Thank you. That is all the questions I have.

Chairman MARTINEZ. Thank you, Mr. Baesler, you asked some very provocative questions.

Let me go back to the last one you asked with regard to wasting money with purchasing. As has been testified to, we have wasted a lot more money in renovating facilities that once those facilities were renovated, the owner seen the advantage of them being able to get higher rent than what they were charging to the program—the program has always had the requirement that there has to be an average of the prevailing rate when they apply for the grant for the program, of the prevailing rent in the area, and so that is always a very carefully negotiated thing by the person applying for the grant, the Head Start program applying for the grant, and then once they have renovated those facilities, the landlord sees now he can get more rent, more than that prevailing rate, and asks them to vacate and they are left without a facility. That is why in the last reauthorization—well not reauthorization, but when we offered the amendments to Head Start, we created the ability for them to buy facilities. Of course, in that we stuck in the criteria that it has to be established and proved by the grantee that it is beneficial to

the program for them to do that. They cannot just decide they want to buy a building any place.

Let me try to wrap this up real quick because I know we are holding a lot of you from lunch, luncheon has probably already started. But just to ask you a question, Ms. Kills Crow, did you look at the—have you read yet or have you studied the Senate version?

Ms. KILLS CROW. To some extent.

Chairman MARTINEZ. You know in there, of course, there is preference in Head Start Bureau in Washington, when they hire people for that, that they are giving preference to Native Americans, with experience and background in Head Start. And that is not in our bill, but it will be in our bill.

Ms. KILLS CROW. That would be very helpful. Currently there are no Native Americans at the American Indian Programs Branch and we would hope that in the future there would, and that these people would be from the field, not necessarily what some of us call Washington Indians, but people who really have had the Head Start experience.

Chairman MARTINEZ. I agree with you. I have seen a lot of that in several committees that I have worked on those problems with.

Incidentally, you spoke earlier about people wondering whether you were Native American or not. My chief of staff has the same problem. She is freckled faced and red haired and she would be the last person you would expect, if you have a stereotype in your mind of what an American Indian should look like, but if you look at her brothers, I swore they came out of East L.A. But the family is that way, and she is a Native American from North Dakota, she is registered with the Turtle Mountain Indian Reservation, Chippewa.

Ms. KILLS CROW. I have always been known as the white sheep of my family.

[Laughter.]

Chairman MARTINEZ. I think she was too. But anyway, 95 percent of what you were talking about in your testimony is covered in both bills, the Senate and the House bills, and I suggest you look at that. If there is still anything that you feel we need to improve in any way, suggestions, we welcome those. And we will keep the record open so that you can get those to us.

Ms. KILLS CROW. I believe the National Indian Education Association is also working with us on some of those issues and they will be bringing forth some language for you also. And I thank you for your attention to our needs and concerns.

Chairman MARTINEZ. I want to close by thanking each and every one of you for your testimony today. It has been invaluable to us.

As the subcommittee moves this legislation forward in trying to get it out by a certain deadline that has been given to us by the White House, we will be still making changes all through the process, and we certainly will take into consideration the comments and suggestions you have offered here today. I look forward to the continued cooperation we have had over the years with the Head Start Association, the National Head Start Association and I now adjourn this hearing.

[Whereupon, at 12:29 p.m., the subcommittee was adjourned.]

TESTIMONY
OF
FELAND L. MEADOWS
PAN AMERICAN MONTESSORI SOCIETY

BEFORE
THE HOUSE EDUCATION AND LABOR COMMITTEE
SUBCOMMITTEE ON HUMAN RESOURCES

LOUISVILLE, KENTUCKY

APRIL 15, 1994

Mr. Chairman, Members of the Committee:

I appreciate very much the opportunity to speak before this Committee as part of the Montessori community. This is a community which encompasses 7,000 schools and 1,000,000 parents, teachers, and students. The national Montessori community is the largest provider of Early Childhood Education and Child Care Services in the Nation.

The national Montessori community wants to expand its services to Head Start eligible children across America. We believe that the Administration's initiatives for Head Start, which are documented in the Amendment to the Head Start Act in House of Representatives Bill No. 3842, will significantly improve and expand the effectiveness of Head Start programs and services. Consequently, we want to give our support to the Administration's initiatives in this legislation by making our resources available to assist the Administration in the successful implementation of the following key provisions of this act.

SEC. 8 TRANSITION COORDINATION WITH SCHOOLS

DR. STEPHEN DAESCHNER, who appears with me before this Committee, is Superintendent of the Jefferson County, Kentucky School District, which operates several public Montessori Elementary Schools and Early Childhood Programs. Dr. Daeschner and his staff stand ready to work with their local Head Start organization in ways designed to facilitate the transition of Head Start Children into the schools they will attend in this district.

The Superintendents of 160 Public Montessori Schools across the nation are also prepared to collaborate with their local Head Start organizations in articulating the transition of children from Head Start into their elementary schools in the most effective manner possible. Our goal in this endeavor will be to enable children to maintain the development gains they have achieved in Head Start and to build upon those gains in their subsequent schooling.

SEC. 9 RESEARCH, DEMONSTRATIONS, EVALUATION, AND REPORTS

The national Montessori community also wants to place its resources for research, demonstration and evaluation at the disposal of Head Start. A number of studies have documented the immediate, short-term and long-term benefits of a Montessori Head Start Early Childhood experience. The strategies which Montessori Head Start researchers have used to demonstrate the effectiveness of Montessori Head Start programs may also serve to document the effectiveness of other Head Start programs.

For instance, in a paper which they read before the American Psychological Association entitled *Pre-School Intervention: 15 Years of Research*, Miller and Medley reported that "The highest levels of Mathematics and Reading achievement were achieved by High School students who attended a Montessori Pre-School Head Start program."

Another study reports that 75% of the students from low socioeconomic status that attended a Montessori Head Start program in Cleveland scored above the school norms on the California Achievement Test. These students also had higher levels of self-confidence and participated in more social interaction for longer periods of time than their non-Montessori peers. And, in the 1991-92 school year, 30% of the graduates of the Montessori Head Start program in Cleveland were eligible for the Gifted and Talented Education program in the Cleveland Public Schools compared with an average of 4% of the Cleveland Public School's non-Montessori children.

Montessori organizations across the country are also prepared to set up Montessori Head Start Demonstration Programs and to document their implementation procedures and to evaluate the results.

SEC. 10. INITIATIVE ON FAMILIES WITH INFANTS AND TODDLERS

This Administration is aware of the voluminous evidence which now documents the importance of providing "Early Intervention Programs to Prevent School Failure" by serving at-risk infants and toddlers. Montessori schools and Child Development Centers have been especially effective in providing developmentally appropriate services to infants and toddlers. These centers have a great deal of experience to share with Head Start providers.

The national Montessori community wants to place its Infant-Toddler program at the disposal of Head Start as models. It also wants to make its many Montessori Teacher Education Centers available to Head Start so that Head Start teachers can learn to serve this most sensitive and impressionable level of childhood effectively.

THE ADVISORY COMMITTEE ON HEAD START QUALITY AND EXPANSION stated in its December, 1993, report:

We must encourage Head Start to forge partnerships with key community and state institutions and programs in early childhood, family support, health, education, and mental health, and we must ensure that these partnerships are constantly renewed and recrafted to fit changes in families, communities, and state and national policies.

Because no program, no matter how excellent, can go it alone, we must ensure that Head Start join forces with other providers in the community and state...

First priority should be given to ensuring quality and striving for excellence. The process of setting priorities should also draw on the best available information and input from Head Start and the larger community.

Two months before the Committee rendered its report, the national Montessori community proposed the creation of a MONTESSORI-HEAD START PARTNERSHIP which would demonstrate its commitment to serve children in poverty and its desire to support the work of Head Start by offering scholarships to Head Start eligible children so that they can attend Montessori schools.

There are 150 Universities and Montessori Teacher Education Centers across the U.S. that prepare Montessori Teachers. Virtually all of the directors of these Centers have signed on to support the efforts of this new Montessori - Head Start Partnership.

Through its partnership with Head Start, the Montessori community proposes to serve up to 12,600 children in poverty across the nation and make a contribution of \$25,200,000 to Head Start in 3 years. It will also offer the parents of 12,600 children in poverty the opportunity to select a Montessori education for their children — an option they do not ordinarily have.

Up to now, Head Start programs have invariably segregated the children of the poor. Therefore, parents and children in poverty have not had an opportunity to associate with, or to learn from, parents and children that are not dependent upon public support.

The Montessori - Head Start Partnership will integrate disadvantaged children with children from other socioeconomic backgrounds. This will reduce the isolation of this minority group and will help Head Start parents by establishing a Mentoring Program for them. Working parents will share information with Head Start parents about how to get jobs. These families will be exposed to opportunities and will experience an increase in self-esteem, and they will go out and get jobs. This program will help parents break the poverty cycle, and will help families get back to work and become self-sufficient.

The Head Start - Montessori Partnership will serve both parents and children and will help parents achieve useful, productive lives.

There is ample precedent for such a program. Funds are currently made available to

low-income parents by the Federal Child Care Block Grants Program which make it possible for them to use a government voucher to pay for the education of their children in any school. Some of these children currently attend Montessori schools.

In spite of the fact that the Head Start Advisory Committee has recommended that Head Start enter into partnerships like the one we have proposed, and in spite of the many benefits to be derived by Head Start in this Partnership, the Administration for Children and Families has informed us that "this type of partnership would send a message that conflicts with long-standing Head Start policy..." We intend to discuss that conclusion further with ACF officials to eliminate any misunderstandings of our proposal. It is not our intent, for example, in such a partnership, to elicit a Federal endorsement of Montessori over and above any other early childhood education program. Indeed, we would hope and expect that other partnerships, emphasizing other methods and organizations, would be formed with Federal, State and Local officials.

SEC. 2. MONITORING AND QUALITY ASSURANCE

This section of H.R. 3842 states that "the Secretary shall...consult with experts in the fields of child development, early childhood education, family services... and with persons with experience in the operation of Head Start programs" and that "...not later than one year after enactment of this section, (will) review and revise as necessary the performance standards in effect under this subchapter on the date of enactment of this section ..."

We wish to make ourselves available to the Secretary as "experts in the field of child development" because we hope to contribute to the development of more effective performance measures for Head Start in the future. It is our hope and expectation that the enactment of H.R. 3842 will achieve the changes in policy which to date have prevented the national Montessori community from making the generous contribution it is prepared to make to Head Start and to the children in poverty across America!

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ISBN 0-16-044652-X



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